



BUTLER TARKINGTON

**Comprehensive Continuing Planning Program for
Indianapolis - Marion County Metropolitan Area**

May, 1970

**Division of Planning and Zoning
Department of Metropolitan Development
Indianapolis - Marion County, Indiana**

**BUTLER TARKINGTON
SUBAREA PLAN**

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SUMMARY OF LAND USE PROPOSALS

The Butler-Tarkington Subarea Plan suggests several adjustments in the amount and location of land use which can be supported by private and public concerns. The plan was devised by professional planners of the Division of Planning and Zoning and representatives of the Butler-Tarkington Neighborhood Association (BTNA).

The subarea plan is not a final commitment to enact immediate changes upon the character of Butler-Tarkington; conversely, it represents proposals based on current information for development through several decades. Changes occurring during the development process are likely to affect specific land use proposals. Any modification, however, must be based upon rational criteria of planning principles, and considerations of the impact on the existing neighborhood.

The Butler-Tarkington Subarea Report explains the process and general considerations upon which the plan was based. The report studies, in depth, specific characteristics and proposals for each type of land use. The Implementation Program explains the process of establishing priorities of development and illustrates methods of achieving the land use plan.

Plan proposals are listed in this section by land use type. The remainder of the subarea report must be consulted to explain rationale and precise meaning of each recommendation. The following proposals included in transportation which are not supported by BTNA. Although no street within the subarea is scheduled for modification, BTNA and the Division agreed to recommend that no physical modification occur on Capitol, 52nd, or 46th Street without support of BTNA.

TRANSPORTATION

PRIMARY ARTERIALS

- . Capitol Avenue from Westfield Blvd. to 38th (4 lanes -- widen pavement from 40 ft. -- 44 ft.
- . Meridian Street (4 lanes) -- addition of median from Westfield to 52nd, and widening from 36 to 44 feet south of 52nd St.
- . 38th Street (6 lanes) -- no further pavement widening.

SECONDARY ARTERIALS

- . Westfield Boulevard (4 lanes) widen from Meridian to Capitol.
- . 52nd Street (4 lanes) widen from Capitol to Meridian.
- . 46th Street (4 lanes) widen from Capitol to Meridian.

MAJOR COLLECTORS

- . Clarendon Road from 38th to Hampton
- . Haughey Avenue from 42nd to Hampton
- . Sunset Avenue from 49th to Hampton
- . 42nd Street from Northwestern to Capitol
- . 46th Street from Sunset to Capitol
- . 49th Street from Sunset to Meridian
- . 52nd Street from Westfield to Capitol

MINOR COLLECTORS

- . Boulevard Place from 49th to 54th
- . Illinois Street from 40th to 56th
- . Cornelius Avenue from 38th to 46th
- . 40th Street from Clarendon to Meridian
- . 54th Street from Boulevard to Meridian

LOCALS

All other streets in the subarea would be designated as locals for use by only local oriented traffic. Suggestions were given in the plan on various ways of localizing streets to increase their attractiveness for pedestrian use.

Modifications which would occur to specific local streets are as follows:

- . The Kenwood Avenue Intersection with Westfield Blvd. is recommended to be moved southwest of its present location to accommodate more usable space for apartments.
- . Graceland Avenue is proposed to terminate north of School No. 86 with access to Capitol Avenue, due to proposed school expansion.

Neighborhood representatives did not agree with the proposal to combine the majority of north-south traffic onto one street within the subarea, but overwhelmingly preferred to maintain the existing routes. Consequently, the residents' preference is stated below as it would differ from the Department of Metropolitan Development proposals.

The Neighborhood Association proposed that no improvements be made to existing streets (such as traffic signals or removal of off-street parking) which would tend to increase the number of vehicles within the subarea. The subarea plan recommended that no physical improvement on Capitol, 46th, or 52nd be implemented unless supported by the Butler-Tarkington Neighborhood Association.

- . Rather than designating Capitol Avenue as a primary arterial, Capitol and Illinois would be maintained as secondary arterials, but preserving the existing right-of-way and pavement. Neighborhood representatives advocated removal of on-street parking only on Illinois between 56th and Westfield during 4-6 p.m. Consequently, Illinois Street could not be designated as a minor collector, oriented to local traffic.
- . 46th and 52nd Streets are proposed by the neighborhood to remain as collector streets as they now exist.

- . Neighborhood representatives preferred to maintain Boulevard Place as a Major Collector, rather than a local street.

Other modifications of the plan, based on the two alternative treatments of north-south traffic will be stated in each appropriate section.

HOUSING

REHABILITATION OF EXISTING DWELLINGS

Code enforcement of homes in Butler-Tarkington is currently needed. Systematic inspection of all dwellings below 43rd Street and inspection of all other units in the neighborhood which require this action should be initiated as soon as possible. Research into funds available for the repair of housing units through the federally assisted code enforcement program and study into correct procedures for most efficient operation are also recommended.

NEW HOUSING

Development of multi-family housing is recommended which is compatible with the existing residential character of Butler-Tarkington (townhouses, garden apartments). Both rentals and owner-occupied units should be included to offer the maximum choice of housing type. Some multi-family units may be constructed from existing single-family dwellings in the subarea.

Some 50 acres (about 5% of total subarea acreage) are proposed for the following locations.

- . Near the existing commercial center at 56th and Illinois.
- . Between 46th, 49th, Rookwood, and Hinesley.
- . Near the existing commercial center at 42nd and Boulevard.
- . At the present location of the commercial center at 40th and Boulevard.

- . West of the existing shopping at Illinois Street from 39th to 40th.
- . From Clarendon between 38th and 39th, and on 38th between Clarendon and Capitol.
- . New Student Housing on Clarendon between 42nd and 43rd, and between 46th, 49th, Sunset, and Rookwood.

COMMERCE

Commercial acreage is proposed to increase from 12 acres to 22 acres (2.9% of total subarea acreage) even though some existing commerce is proposed to be phased out. Much of the increased acreage is contributed to additional off-street parking space.

- . The center at 56th and Illinois is proposed for expansion to include more off-street parking and creation of a pedestrian mall on Illinois Street.
- . 42nd and Boulevard is proposed for westward expansion and provision of off-street parking.
- . 38th -- 40th and Illinois is recommended for expansion to 40th Street and to Capitol Avenue with off-street parking between Capitol and Illinois.
- . Illinois Street is proposed as a mall between 38th and 40th.
- . The center at 40th and Boulevard is proposed to be phased out and eventually be replaced by multi-family housing.

The recommendation for Illinois Street to be utilized as a shopping mall from 38th to 40th and from 56th to Westfield is not possible under the BTNA alternative traffic plan to maintain Illinois, Capitol, and Boulevard as continuous streets throughout the neighborhood.

PUBLIC FACILITIES

Public facility acreage (minus recreation) is proposed to increase from 17 acres to 43 acres, or 4.6% of total subarea acreage.

EDUCATION

Total acreage for educational facilities is recommended to increase from 4.5 acres to 11.5 acres of which will provide some, but not all of the space required for elementary school activities.

- . School No. 86 is proposed for expansion east to Capitol.
- . St. Thomas Aquinas is proposed for northward expansion.
- . School No. 43 is proposed for north and east expansion, with provisions for physical buffering and an overhead crosswalk over Capitol Avenue.

If all three streets, Illinois, Capitol and Boulevard are maintained as continuous streets, all three elementary schools should be physically separated from the major streets with landscaping and screening.

RECREATION

Total recreation acreage is proposed to increase from 10 acres to 29 acres (3% of total subarea acreage).

- . The existing Tarkington Park is planned by the Park Department for expansion to include the three remaining housing structures on the property. The subarea plan recommends that a buffer of landfill and plant screening be constructed to protect children from traffic on Meridian Street.
- . A neighborhood park at 46th and Meridian is proposed, with landscape buffering along the two major streets.
- . A proposed neighborhood park at 42nd and Boulevard (consisting of the entire block northwest of this intersection) is planned to facilitate a multi-purpose neighborhood center.

- An example of locations for small playlots is recommended on the subarea plan. These locations do not intend to show exact sites, but illustrate preliminary locations which serve surrounding areas. Actual sites will depend upon availability of land and desire of residents for such facilities. Most playlots are recommended for the southern part of Butler-Tarkington due to land availability and the small residential lots which now exist in this area.

- A system of pedestrian walkways is planned to form a series of links from residential districts to major public centers. The walkways represent local streets which have been modified to discourage auto traffic by widening sidewalks and narrowing pavement to a minimum (only to allow access for emergency vehicles). Houses which face proposed walkways either have rear alleys or are accessible from other streets. With provisions for parking and access, any local street in the subarea can be made into a walkway, but the plan designates those which form the strongest paths to each public center.

The following streets were designated as pedestrian walkways: (Along part of Boulevard the walkways must be placed beside a minor collector street).

- Westfield Blvd. from 52nd to Capitol
- Crown St. from 42nd to Hampton
- Rookwood Ave. from 38th to 49th
- Boulevard Pl. from 38th to Westfield
- 47th St. from Sunset to Illinois
- Berkely Rd. from Haughey to Rookwood
- 41st St. from Clarendon to Capitol
- 39th St. from Byram to Illinois

According to the traffic plan suggested by BTNA, several modifica-

tions of the recreation plan would be necessary. The neighborhood parks would need physical separation from additional arterials which would adjoin these parks. Also, the walkway along Boulevard should be relocated to Graceland Avenue (one block east).

PUBLIC LIBRARIES

No branch library is proposed in the subarea plan at this time, but if one is located in Butler-Tarkington, it should be situated near a public-oriented center of education, recreation or commerce.

NEIGHBORHOOD CENTER

A multi-purpose neighborhood center is proposed at the site of the neighborhood park at 42nd and Boulevard. This center can incorporate health, education, recreation, and welfare activities for the neighborhood.

CHURCHES

The parcel of land west of University Park Christian Church (at 46th and Illinois) is proposed for use as a church-related facility.

The North Meridian Methodist Church play field is recommended for northward expansion to increase the amount of open space for northern Butler-Tarkington.

UTILITIES

It is recommended that sewers be separated in the subarea (currently, combination sewers are used for both drainage and sanitation).

Gas lines and water mains may be placed under sidewalks or borders for easier maintenance.

Electric lines should be placed underground for safety and aesthetic reasons.

LAND USE PLAN

Map A reflects the land use plan which is based upon the Department of Metropolitan Development recommendation for transportation (including Capitol, 52nd, and 46th as arterials). Map B shows the land use plan according to BTNA proposals for transportation which includes Capitol and Illinois as arterials and Boulevard as a collector street. Minor land use differences include placement of a collector street and a pedestrian walkway.

The land use recommendations represent a refinement of the Comprehensive General Land Use Plan for Marion County, Indiana. It is anticipated that the modifications, adjustments and changes resulting from this detailed plan refinement effort will be considered by the Metropolitan Development Commission and adopted as an amendment to the Comprehensive General Land Use Plan.

Each of the plan elements (residence, education, parks, recreation and open space, community facilities, commerce, and transportation) are summarized and totally interrelated in the Land Use Plan. The plan represents the means of systematically anticipating and achieving adjustment in the physical environment of Butler-Tarkington consistent with social and economic trends, and with sound development principles and concepts. The plan recommends how the land and related facilities should be used and interrelated as expansion and rehabilitation occur in the future. Planning is a process, a continuing activity. This plan embodies a number of flexible guidelines for future development and does not represent a rigid or unwavering set of specific dimensions to which future growth and renewal must relate. It is recommended that this plan be re-evaluated at least every five years to account for needed adjustments or new trends in local development.

The major land use policies, concepts, goals and objectives developed in the process of plan refinement are reflected in the Land Use Plan. Basically, the plan accomplishes the following key objectives:

- Preservation and structuring of viable residential neighborhoods and the Butler-Tarkington community as a whole (through logical application of stated development principles)
- Patterning of community land use in such a manner as to reflect appropriately the amount of land required for each activity and the proper geographic distribution of that land in relation to both area services and population
- Reduction of incompatibilities between adjacent land uses and also between land use activities and transportation facilities
- Provision of a level of public, semi-public and community facilities consistent with the needs of the resident population
- Development of a series of "intense activity cores" (located centers of business, public and social activities) at the confluence of major street intersections surrounded by higher density residential use - density decreasing as distance from the core increases
- String commercial ribbons are stopped or interrupted wherever possible and shopping center development is encouraged
- Development of unified or planned industrial districts closely related to transportation facilities and well buffered from residential areas



BUTLER - TARKINGTON LAND USE PLAN

Alternative A : based on traffic network recommended by the Department of Metropolitan Development .

- 1 and 2 Family Residential
- Multi-Family Residential
- Student Housing
- Commercial
- Public and Semi-public
- Recreation
- Primary Arterial
- Secondary Arterial
- Major Collector
- Minor Collector

DEPARTMENT OF METROPOLITAN DEVELOPMENT
DIVISION OF PLANNING AND ZONING
INDIANAPOLIS-MARION COUNTY, INDIANA APRIL, 1970



MAP
A

0 500 1000 2000 4000
SCALE FEET

BUTLER - TARKINGTON LAND USE PLAN

Alternative B : based on traffic network recommended by the Butler-Tarkington Neighborhood Association .



1 and 2 Family Residential

Multi-Family Residential

Student Housing

Commercial

Public and Semi-public

Recreation

Primary Arterial

Secondary Arterial

Major Collector

Minor Collector

DEPARTMENT OF METROPOLITAN DEVELOPMENT
DIVISION OF PLANNING AND ZONING
INDIANAPOLIS-MARION COUNTY, INDIANA APRIL, 1970



MAP
B

0 500 1000 2000 4000
SCALE FEET

- Provision of a firm basis upon which detailed renewal, rehabilitation and conservation programs can be executed

The following chart indicates the distribution of land use by type. The Land Use Plan assumes that all land in Butler-Tarkington (3.7% was not in 1968) will eventually be in urban use.

FIG. A PROPOSED LAND USE

LAND USE	ACREAGE		PERCENT	
	1968	PRO-POSED	1968	PRO-POSED
RESIDENTIAL	612.5	601.3	67.9%	63.5%
COMMERCIAL	12.5	22.4	1.4%	2.4%
UTILITIES	3.0	3.0	0.4%	0.4%
RECREATION	10.3	29.0	1.1%	3.1%
PUBLIC, SEMI-PUBLIC	16.9	43.3	1.9%	4.6%
STREETS, ALLEYS, R.O.W.	246.0	246.0	27.3%	26.0%
TOTAL URBAN LAND USE	901.2	945.0	100.0%	100.0%

Although the land use statistics do not indicate any significant changes in the balance of land devoted to specific types of activity, Butler-Tarkington will undergo an internal and structural realignment within the next few decades. While remaining a strong residential neighborhood, the area devoted to housing will decrease slightly (due primarily to certain areas converting from residential to public facilities or other use).

Due to the increase in proposed public-oriented facilities, which are now lacking in the neighborhood, the amount of land devoted to residential use will decrease slightly. Whereas single- and two-family dwellings show a decrease to provide for other needed facilities, the amount of land allotted to multi-family units will increase to reflect the demand for more housing choice.

Although some existing commerce is recommended for ultimate phasing out, land used for commercial and related facilities shows a significant increase due to expansion of other existing centers. Much of the increase represents land to be used for off-street parking as well as addition of office facilities near 38th and Capitol and new stores to serve Butler-Tarkington residents.

A significant aspect of the plan is the substantial increase of land devoted to parks, open space and recreation. The attractiveness of Butler-Tarkington as an urban residential neighborhood depends upon the quality of the living environment. The plan proposals reflect the importance of open space as a key element in communities -- for neighborhood design, for recreational opportunities, for psychological relief and for the stabilization of property values. The plan reflects the use of open space in a variety of ways -- as a buffer between industrial and residential areas, as an environmental corridor with hiking and nature trails and landscaping (open space along Central Canal), as an activity connector (pedestrian walkways) and as a space for the controlled exploration of recreational outlets (neighborhood parks and playlots). Acquisition of required land must be made in conjunction with housing demolition and comprehensive renewal programming.

Land proposed for public and semi-public uses shows a substantial increase due to the relative lack of such land use at the present time. The addition

of such facilities as a neighborhood center, school expansion, and church-related expansion were deemed vital to the neighborhood.

The amount of land in transportation facilities and rights-of-way remain the same as in 1968. Although some road construction and widening will occur in Butler-Tarkington, the recommended closing of some residential streets in conjunction with selected application of the alley development concept will tend to reduce street acreage.

The Land Use Plan for Butler-Tarkington is a graphic policy statement reflecting the achievement of stated goals and objectives for the proper development of the subarea. Plan effectuation is dependent upon the coordinated development and functioning of all individual systems (transportation, schools, parks) both within Butler-Tarkington and as integral elements of metropolitan systems. Specific scheduling and programming of actions necessary to the achievement of plan policies is set forth in the Implementation Program.

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CHAPTER 1

SUBAREA PLANNING PROCESS

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Comprehensive planning for the Indianapolis Metropolitan Area began when the Indiana General Assembly enacted Indiana Acts of 1955, Chapter 283, Section 259. Identified as "an act for the development through planning and zoning of metropolitan areas," it made provisions for the Metropolitan Plan Commission in Marion County (now the Metropolitan Development Commission) and its professional staff, the Metropolitan Planning Department (currently known as the Division of Planning and Zoning).

In the decade which followed, the Division of Planning and Zoning (hereafter referred to as the "Division") studied many aspects of the metropolitan area and problems relating to its growth and development. Basic research into all elements of land use was undertaken, and plans for future growth patterns were developed. The culmination of this work was in the adoption of the Comprehensive General Land Use Plan for Marion County (of 1965), which serves as a guideline for the Metropolitan Development Commission in the location of private development and public facilities.

APPROACH TO SUBAREA PLANNING

Shortly after the adoption of the official master plan, the Division divided Marion County into 107 residential subareas for purposes of detailed planning. It was in order to revise and refine the Comprehensive General Land Use Plan that subarea planning was initiated. This particular type of planning, while related to the general land use plan, provides a more specific basis for zoning, subdivision, and location of public facilities within a small part of the metropolitan area.

Four basic benefits accrue from subarea planning. They are as follows:

- The work of the Metropolitan Planning Department and related agencies is facilitated by working with more manageable land areas.
- More specific goals, policies, plans and development programs result when the citizens, the planning department, and related agencies concentrate on each Planning Area Unit as a separate entity.
- The citizens residing in the Planning Area Unit can more easily identify with and participate in the problem-solving process for their local area.
- Public action agencies and developers from the private sector are better advised regarding the detail of the plan and guidelines for achieving the goals of development.

SELECTION OF INITIAL SUBAREAS

As a result of a study taken in 1967, several selected subareas were established as the foundation of subarea planning in Marion County. Seven subareas were initially chosen that were considered representative of those substantially affected by metropolitan forces, and could benefit from detailed planning.

Public hearings were held in which Plan Commission member Nelson Grills selected for recommendation to the Development Commission two of the original seven subareas selected by the Division which he felt the most critical. Planning for these subareas, Highland-Brookside and Mapleton-Fall Creek, was assisted by federal grants issued to the Division. By working with area citizens, professional planners were able to formulate plans by late 1968.

SUBAREA PLANNING IN BUTLER-TARKINGTON

Butler-Tarkington was selected as one of the seven subareas under consideration for two major reasons: the Division felt the need; first, to preserve and support the metropolitan and regional functions of the adjacent institutions and, second, to maintain housing quality and racial integration in the area.

For several years prior to this time, the Butler-Tarkington Neighborhood Association (BTNA) had been discussing the initiation of a plan and the formation of policies which would serve as a guideline for their decisions to supporting or opposing important development proposals within the neighborhood. The BTNA Long-Range Planning Committee (LRPC), which assumed most of the responsibility for determining policies for future development, consequently became the liaison group between the Division and BTNA.

Land use planning with Butler-Tarkington began in September, 1968. Preliminary studies were undertaken to discover basic neighborhood characteristics and resident goals.

CITIZEN INVOLVEMENT AND PLANNING PROCESS

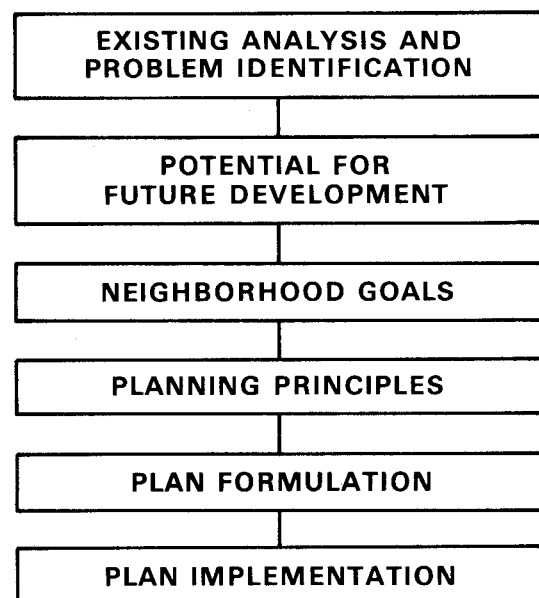
Regular meetings were held with the Long-Range Planning Committee throughout the entire planning process. Contact with the BTNA President, Publicity Chairman, and Chairmen of other BTNA committees was also maintained during this period. During goal formulation, these representatives were consulted to discuss neighborhood desires. A public meeting was devoted to each land use type and a general meeting permitted, and encouraged all interested residents to express their opinions on the planning for the neighborhood at the initial stage. The LRPC Chairman established the statement of goals and ob-

jectives, which were then reviewed by the BTNA Executive Board (consisting of elected officers and all committee chairmen), each committee, and finalized by the Long-Range Planning Committee.

An attitude survey was conducted for a sample of neighborhood residents who weren't directly involved in neighborhood activities. The survey was prepared specifically for Butler-Tarkington, and interviews were given on a random sample basis throughout the neighborhood late in 1968. A total of 143 questionnaires (4.3% of the households) were processed by volunteers from BTNA, Butler University, Christian Theological Seminary, and students from Indiana University-Purdue University of Indianapolis.

Discussions with residents at all levels of leadership were important in obtaining an understanding of neighborhood desires. Final analysis of the survey revealed certain conflicts of resident opinion, and in some cases the survey response varied from BTNA leadership desires.

FIG. 1 PLANNING PROCESS



During the summer of 1969, the Long-Range Planning Committee (LRPC) formed subcommittees to study elements of the plan. In addition to LRPC members, other area residents were sought to work with subcommittees. The purpose of each subcommittee was to study recommendations for land uses and to recommend any changes in policy or actual proposals.

After the committee members had studied the existing situation, and the problems, goals, and concepts for future development of various land uses, they were better qualified to discuss the subject with other residents. Final recommendations resulted from cooperation among committee members, professional planners, and neighborhood residents who met with the committee.

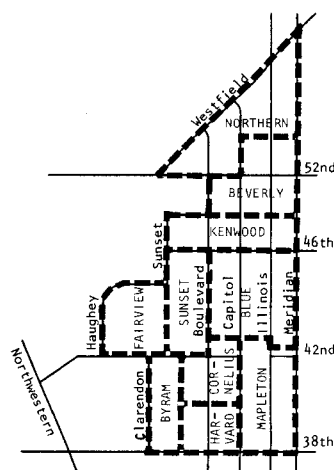
Phase II of the plan was the result of a similar process in which the LRPC and the project planner studied the plan and new developments which had occurred since preliminary analysis. Phase II was prepared in early October, 1969, for further study by the LRPC and the citizens of the neighborhood. Butler-Tarkington was previously divided into 10 areas by BTNA. Each of which had a chairman acting as a representative to the entire neighborhood organization. These areas were used as units for distributing planning information to residents. One general meeting for the entire neighborhood and seven area meetings were conducted to review the

plan with all interested citizens. The meetings were publicized through the BTNA monthly newsletter, local newspapers, church bulletins and handbills. Then the preliminary plan, together with the principles behind recommendations, was presented. The purpose of these meetings was to draw the maximum response from citizens toward planning ideas in and near their areas. Citizen desires were obtained through these area meetings, and each major point of concern was considered for the final plan. Representatives from the LRPC and various subcommittees were present at these meetings in order to relay comments for reconsideration to the LRPC.

Each subcommittee reported progress at LRPC monthly meetings and had an opportunity to confirm decisions made by the subcommittees. Subcommittees were encouraged to have separate meetings, notice of which was given to other LRPC members when crucial issues arose.

During each phase of the plan the LRPC and its subcommittees re-evaluated the recommendations and tested them against neighborhood goals and objectives, as well as against basic planning principles. Each phase was flexible to the extent that the amount and location of land uses were subject to change, but these decisions were based upon firm planning principles and goals of the neighborhood.

Phase III is the final plan as modified by the LRPC and the professional planners after preliminary stages of formulation and re-evaluation. Certain conflicts arose between recommendations by metropolitan governing bodies and BTNA. Where such conflicts occurred, the neighborhood desires are presented concurrently with the planner's proposal. Alternatives, especially those related to transportation, were presented due to the firm conviction of each group. Final planning recommendations reflect the need to solve area problems, and recommends plans which help satisfy neighborhood goals to preserve this residential area.



Major differences of opinion in the neighborhood were resolved by the joint efforts of the Long-Range Planning Committee and Division of Planning and Zoning.

Monthly meetings of the LRPC were utilized to discuss feasibility of solutions to meet the goals of Butler-Tarkington. Discussion was oriented mainly toward the identification of physical solutions which could facilitate or promote social action and hence improve neighborhood conditions.

By recommending and interpreting planning proposals to the residents at large, the Long-Range Planning Committee served as a link between the Division and the residents.

During the period from January through May, 1969, the planning process was carried forward with more research into the past development trends of the neighborhood, statement of problems, development of concepts, and recommendation of solutions to achieve goals. The completion of this process led to a first phase plan for Butler-Tarkington. The plan then received intense professional and neighborhood review and consequent modification.

After June, 1969, a modified approach had been taken in order to allow the Division and the neighborhood time to restudy all aspects of the plan, including all goals and development principles as well as land use recommendations.

FIG. 2 PLANNING PROGRESS IN BUTLER TARKINGTON

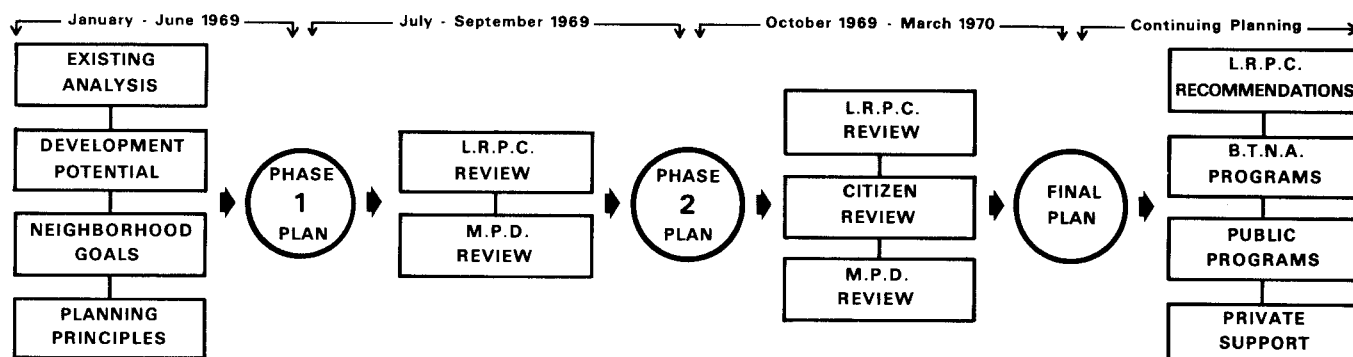
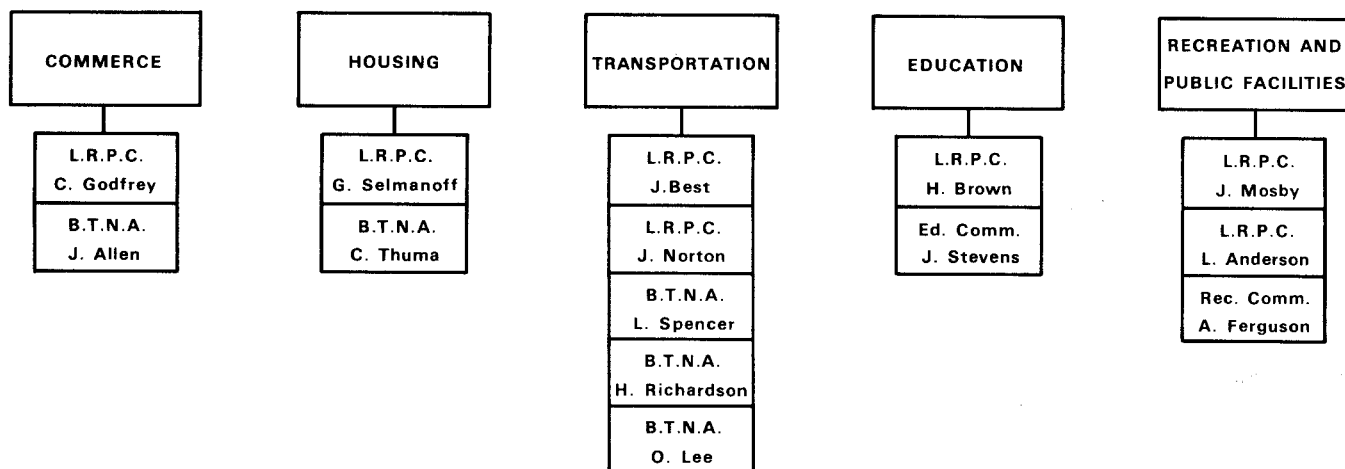


FIG. 3 L.R.P.C. SUBCOMMITTEE STRUCTURE



Many specific aspects of the plan retain a certain flexibility to allow local decisions to be made on a local basis. Many proposals in the plan referring to the placement and exact size of local land uses, such as play lots, can be handled on a purely local basis.

BASIC PLANNING CONSIDERATIONS

PROBLEM DEFINITION

It was because of the encroaching problems and the citizen desire for metropolitan assistance that Butler-Tarkington was chosen as one of the first area units in Marion County to receive intensive analysis and subarea recommendations. This particular area drew attention because of the successful racial integration within its residential area, which has set an example for the metropolitan area. Yet increasing structural deterioration in the older southern portion of the area presented a threat to the stability of the entire neighborhood. And because Butler University and the Christian Theological Seminary are important to both the metropolitan and regional areas, detailed analysis and consequent recommendations were necessary to "preserve the institutions and the integrated residential area."¹

The Butler-Tarkington area consists of predominantly middle income, single-family, owner-occupied homes. Although the neighborhood is within the proximity of regional institutions, there is a lack of community facilities within the subarea, exemplified by a shortage of school and park space. An increase in conversion of single-family houses into two-family units, deterioration of structures, and a decline in socio-economic characteristics in the last decade have detracted from neighborhood stability.

Under these conditions, found largely in the southern portion, existing middle-income residents are not likely to remain and others will not be attracted to a deteriorating area. Typically, such unchecked housing turnover to lower-income groups tends to increase deterioration.

It is imperative that planning be directed to this type of neighborhood, that it provide recommended action for the revival of declining neighborhoods, and that maintenance is continued if the emergence of additional urban slums is to be prevented.

REPORT ORGANIZATION

While a physical approach is basic to the plan, social programs must also be established to effectuate and maintain any physical improvement. Nevertheless, such a scope allows the suggestion of general social programs. Detailed social actions, however, are the responsibility of social experts working within the framework which this plan provides.

The following report is divided into several basic parts, each of which represents a portion of the final plan. It represents the coordinated efforts of the Division and the BTNA, and takes into account the following:

- **Inventory Analysis:** all relevant social, economic, and physical problems and potentials
- **Potential for Future Neighborhood Development:** includes assets and liabilities, future housing demands for the metropolitan area, and the recognized population forecasts for the subarea
- **Neighborhood Goals:** identified by reviewing existing plans for the subarea (for plan coordination)

Neighborhood leaders, citizen meetings, and a neighborhood attitude survey were also utilized to obtain neighborhood goals.

- **Planning Principles:** consists of the design concepts for neighborhood development, general proposals for Butler-Tarkington, and methods of physical treatment
- **Plan Proposals:** land use proposals forming the system of neighborhood operation and striving for neighborhood goals
- **Implementation:** general methods of effectuating plans are presented

To accomplish planning proposals for Butler-Tarkington, a logical order of progression was necessary in dealing with conditions and problems of the area. The final plan was completed jointly by the BTNA Long-Range Planning Committee and the Division of Planning and Zoning, and reviewed by public meetings throughout the subarea.

BUTLER-TARKINGTON HISTORY

One of the earliest developments in the Butler-Tarkington vicinity was Central Canal, built in 1839 as a part of the Central Canal System in the U. S. The canal functioned mainly as the route for a novelty boating cruise from Broad Ripple Village to Indianapolis. The only commerce which utilized the canal was a sawmill in Broad Ripple Village. Lack of business and inefficiency of the canal as compared to that of the rail lines led to the canal's abandonment and sale to the Indianapolis Water Company in 1859. ²

Before the occurrence of any residential development in the Butler-Tarkington area, much of the land was used as a fruit orchard. In 1862, the Crown Hill Cemetery Corporation was formed and bought a large portion of the orchard. ³

By 1900 most residential development was still concentrated south of Crown Hill Cemetery (32nd St.). During this time, an electric train ran northward past the cemetery of 250 acres around the present site of Butler University. ⁴

In the late 1920's, much of the southern portion of Butler-Tarkington was built up and during the next 20 years the neighborhood developed northward. In 1928, Butler University relocated to its present site from Irvington.

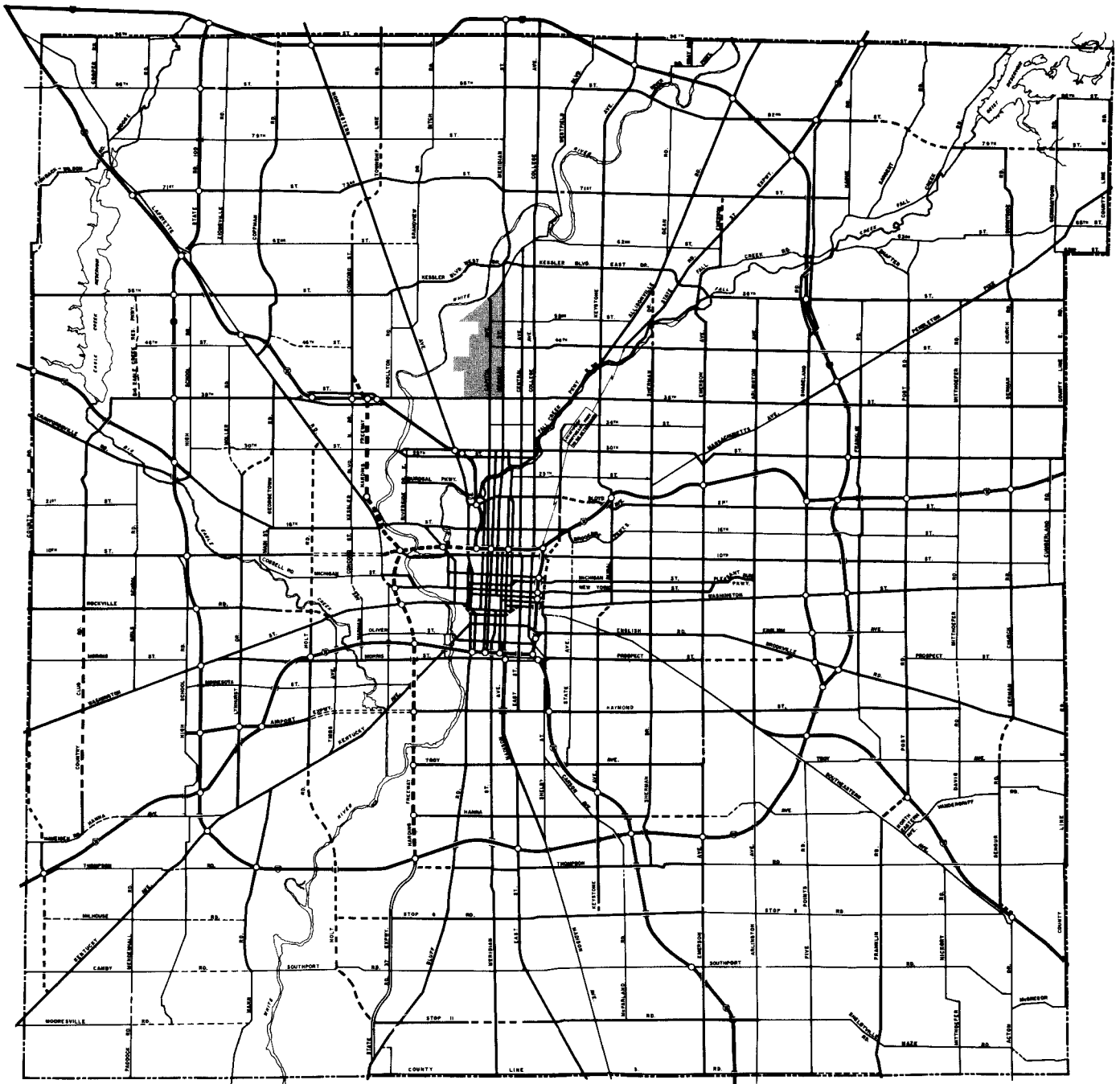
METROPOLITAN FUNCTIONS

The subarea is associated with several facilities which serve the Indianapolis metropolitan area. Butler University, Christian Theological Seminary, and Crown Hill Cemetery border Butler-Tarkington on the west side. Land farther west of these institutions is occupied by other such facilities surrounded by large open spaces. St. Maur's Catholic Seminary, and the Heron Museum of Art are among them. These facilities have a significant influence on the Indianapolis Region, and must be preserved through their own efforts, and planning for adjacent areas. It is imperative that the subarea plan consider these institutions, and likewise that the institutions coordinate their programs with the surrounding residential neighborhood.

CHAPTER 2

EXISTING CONDITIONS

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BUTLER - TARKINGTON LOCATION



Butler - Tarkington

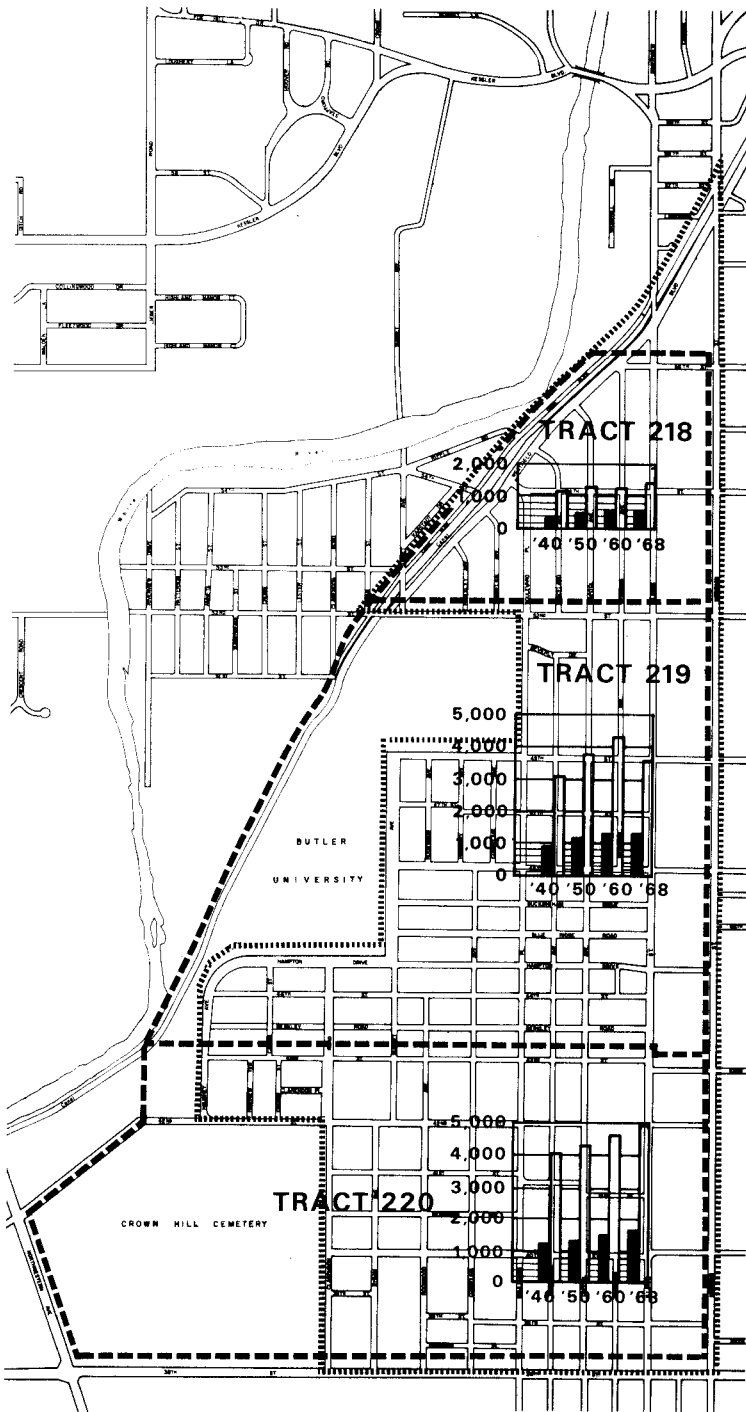
Source: Division of Planning and Zoning

DEPARTMENT OF METROPOLITAN DEVELOPMENT
DIVISION OF PLANNING AND ZONING
INDIANAPOLIS-MARION COUNTY, INDIANA APRIL, 1970



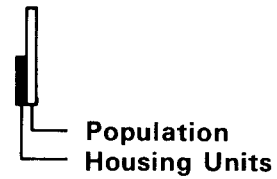
MAP
1

0 .75 1.5 3
SCALE MILES



BUTLER - TARKINGTON

POPULATION AND HOUSING GROWTH 1940 - 1968

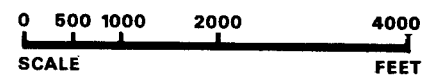


Source: U.S. Census (1940, 1950, 1960) ;
Division of Planning and Zoning, Building
Condition Survey (1968)

DEPARTMENT OF METROPOLITAN DEVELOPMENT
DIVISION OF PLANNING AND ZONING
INDIANAPOLIS-MARION COUNTY, INDIANA APRIL, 1970



MAP
2



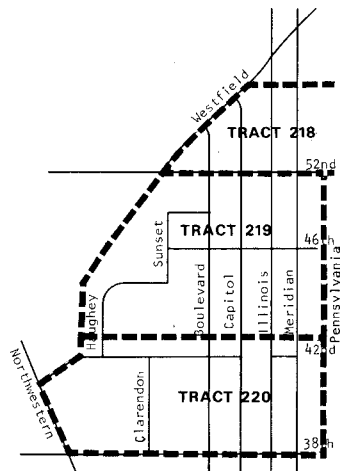
POPULATION CHARACTERISTICS

GENERAL CHARACTERISTICS

A knowledge of the general characteristics of Butler-Tarkington will help in defining the basic problems which affect the area. The identification of these problems should then be followed by general concepts for improvement.

DELINEATION OF STUDY AREAS

Census tracts were used as study units



for two reasons: first, these boundaries lend themselves to an easy comparison with data from previous years; and secondly, due to the size of the area, the location of characteristics can be illustrated.

As the Butler-Tarkington area is not completely within a single census tract, it was necessary to modify the census information by tract to arrive at more realistic figures for the neighborhood.

Proportional ratios of available data were taken for the partial census tracts within the subarea boundaries.

Reference to a census tract will correspond to the portions of the northern, central, and southern Butler-Tarkington neighborhood, and relate respectively to tracts 218, 219, and 220 within the neighborhood.

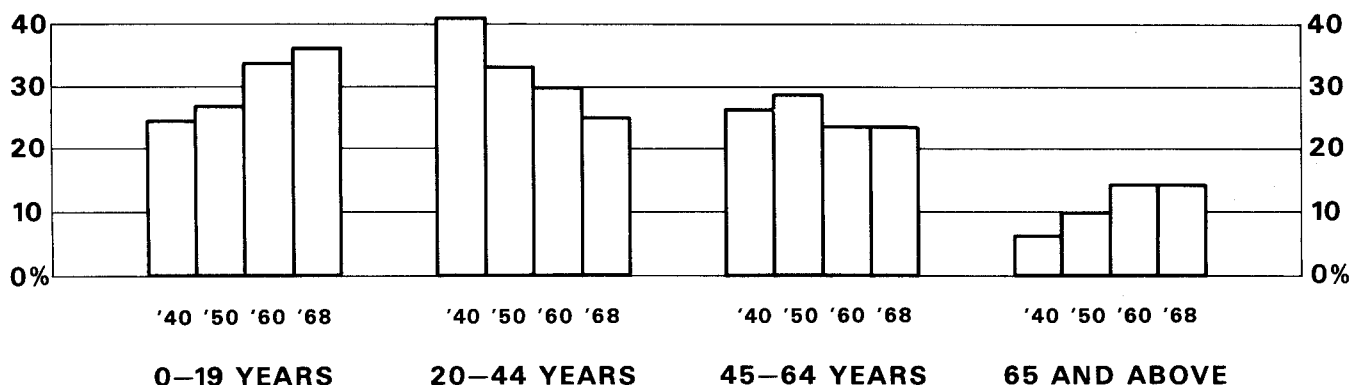
Most information for 1960 and previous years was gathered from the decennial U. S. Censuses, and most recent data was gathered through the Butler-Tarkington attitude survey and the Division of Planning and Zoning Building Condition Survey conducted in 1968.

SIZE AND GROWTH TRENDS

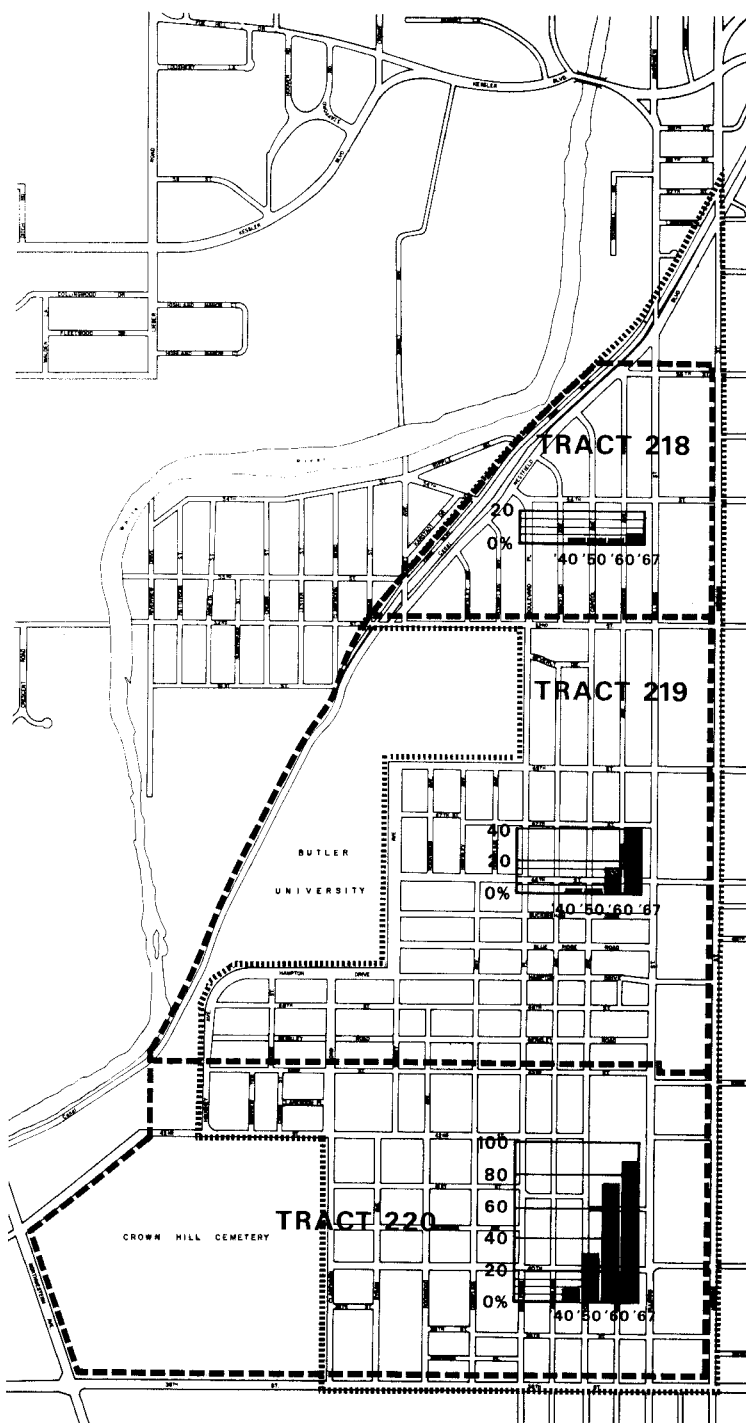
Development in Butler-Tarkington began in the southern portion during the early 1900's and proceeded northward, with most construction occurring between 1920 and 1940 (Map 2). By 1968, Butler-Tarkington contained 3,354 housing units and a total of 9,953 persons (Figure 4).

Butler-Tarkington has had an increase in the percentage of persons under 19 and over 65 years of age, which is consistent with the county and national trends. The population per household has risen from 2.99 in 1950 to 3.3 in 1968. Butler-Tarkington continues to draw more large families, as well as to provide a residence for more persons over 65.

FIG. 4 AGE DISTRIBUTION BY PERCENT 1940-1968



Source: U.S. Census (1940,1950,1960); Butler-Tarkington Attitude Survey (1968)



BUTLER - TARKINGTON

PERCENT NON-WHITE POPULATION 1940 - 1967

Source: U.S. Census (1940, 1950, 1960) ;
Butler-Tarkington Neighborhood Association
Survey (1967)

DEPARTMENT OF METROPOLITAN DEVELOPMENT
DIVISION OF PLANNING AND ZONING
INDIANAPOLIS-MARION COUNTY, INDIANA APRIL, 1970



MAP
3

0 500 1000 2000 4000
SCALE FEET

SOCIAL CHARACTERISTICS

RACIAL COMPOSITION

In 1965, the Butler-Tarkington population consisted of approximately 43% whites and 57% non-whites with the latter mostly within the southern portion of the area (Map 3).

In 1940, there were 399 (about 5%) non-whites in Butler-Tarkington, mainly in the south. By 1955, panic selling by white residents was on the brink of upsetting neighborhood racial and economic stability. Several white and Negro families established the Butler-Tarkington Neighborhood Association with the intent of maintaining quality and racial integration within the neighborhood. The efforts of BTNA plus other neighborhood assets have contributed toward making Butler-Tarkington one of the few successfully integrated areas in the city. Although the neighborhood association strives toward maintaining a racial balance, a growing proportion of non-whites have been residing in Butler-Tarkington in recent years.

Non-white population has increased from 4.8% in 1940 to 57.1% in 1967, gaining most since 1950. The north contained 4.9% in 1967, the center had 40.5% and the south contained 88.4% non-white population.

EDUCATION

Educational attainments of Butler-Tarkington residents have been quite high in past years. In 1960, the median school years completed by persons 25 years and older in Marion County was 11.4, compared to Butler-Tarkington's 13.0. In tract 220, which was 76% Negro in 1960, the median years of education was 12.1, while the non-white median for Marion County was 9.2.

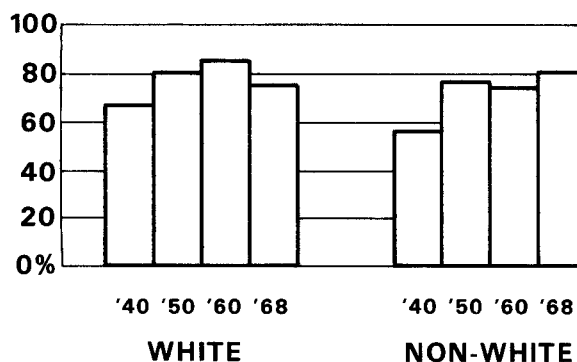
In 1960, 69.7% of persons over 25 years old in Butler-Tarkington had finished high school, compared to 45.7% in Marion

County. The northern two sectors had about 80% high school graduates in both 1960 and 1968, but tract 220 had decreased from 57.1% in 1960 to 46.6% in 1968.

HOMEOWNERS

Since 1950 the proportion of home owners has remained fairly stable with some increase in the number of homeowners. In 1969, ownership in Butler-Tarkington was 75%, compared to 64.2% for Marion County. Ownership was lowest in tract 220 with 68% in 1960. Since 1960, ownership has risen to an average of 80% for the area, with a slight decrease in white ownership and an increase in Negro home ownership. Tract 220 has been consistently lower than the neighborhood average in home ownership, with 57% whites and 77% non-whites owning homes in 1968.

FIG. 5 % OF HOMEOWNERS



Source: U.S. Census (1940,1950,1960);
Butler-Tarkington Attitude Survey (1968)

MOBILITY

Nearly half of the population of Butler-Tarkington lived in the same house from 1955 to 1960, compared to 38.9% for Marion County. Tract 220 had only about half the amount of long-term (20 years or more) residents as did the remainder of the area in 1960. In 1968, 55.6% of the residents had lived in the subarea for more than six years and 40% had lived there for more than 10 years.

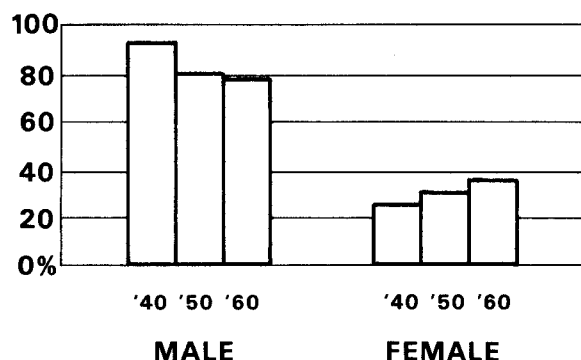
In 1960 more than one-third of Butler-Tarkington's new residents had moved in from outside the county. Census tract 218 had 38%, tract 219 had 52% such residents, and tract 220 had 21%.

ECONOMIC CHARACTERISTICS

EMPLOYMENT

Males in the labor force (14 years and older) have decreased for tracts 218 and 219, reflecting the increasing proportion of retired persons in the northern segments of Butler-Tarkington. Tract 200, however, has remained near the county average of 82% since 1940.

FIG. 6 % IN LABOR FORCE



Source: U.S. Census (1940,1950,1960)

The percentage of females in the labor force has been increasing (especially in tract 220) toward the county average of 40.3% in 1960.

The percentage of white collar workers (professional, managerial, clerical, and sales) has shown a decrease from 73.2% in 1940 to 53.5% in 1968. Tract 220 has had the lowest proportion of white collar workers with 36% in 1968. The county proportion was 50.3% in 1960 (Figure 6).

INCOME

In 1959, Marion County had a median

family income of \$7,300. Butler-Tarkington's median income averaged \$10,000 for both 1959 and 1968. Note: all monetary figures are given in 1968 dollar equivalents.

HOUSING VALUES

From 1940 to 1968, Butler-Tarkington average housing values nearly doubled (\$10,500 to \$17,000). In 1968, housing value was \$20,000 in tract 218, \$19,000 in tract 219, and \$13,700 in tract 220.

RENTS

Median rents in the neighborhood since 1940 have risen from \$82 to \$114 per month. Tract 218 increased from \$82 to \$150, 219 from \$102 to \$112, and 220 from \$62 to \$80 per month. The Butler-Tarkington median rent was \$112, compared to Marion County's \$87.

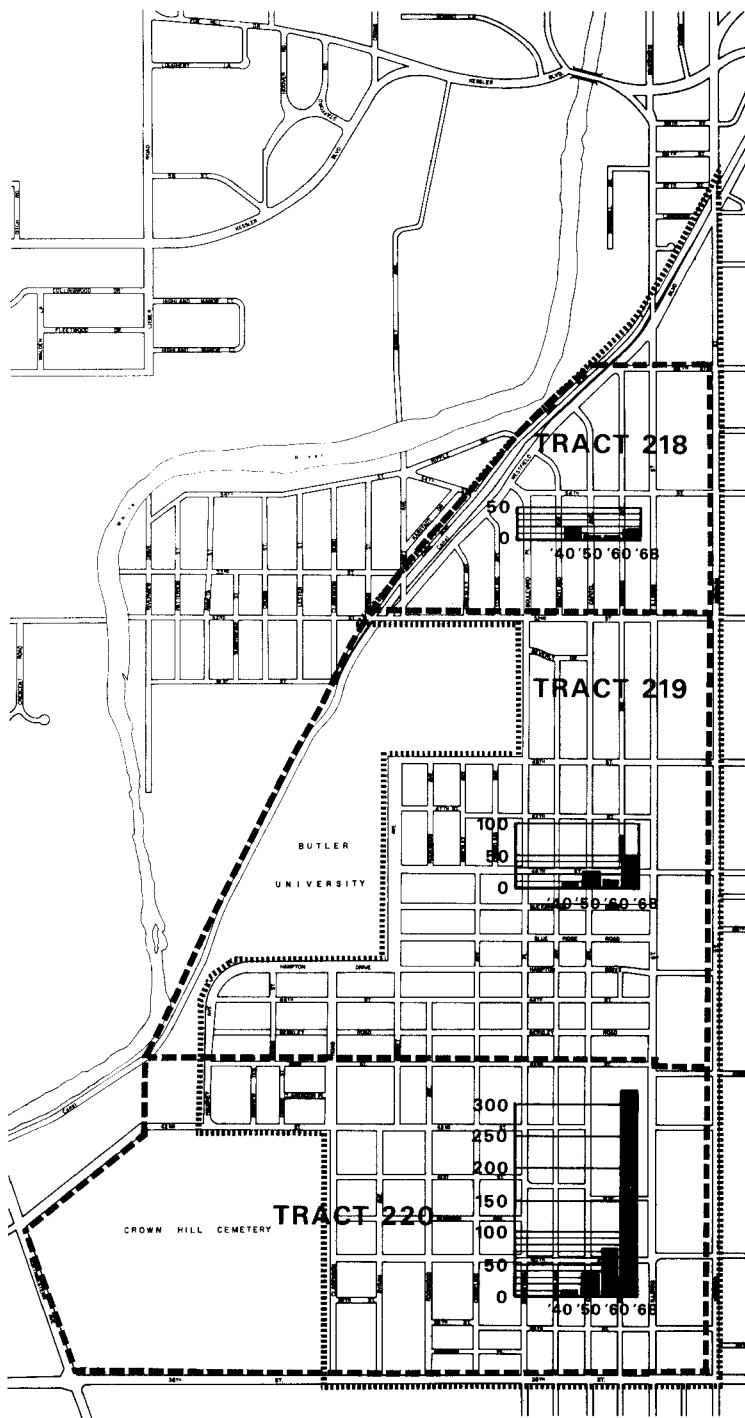
The Community Services Council of Indianapolis ranked all Census Tracts in the Metropolitan Area on the basis of education, income, and employment for 1960. Tracts were ranked from the highest in the county (1) to the lowest (183) for each of the three categories to obtain the "social rank" of each. Census Tract 218 ranked 7; 219 ranked 10; and 220 ranked 85 in the county. Tract 220, which ranked slightly above the county average, has been declining since 1960, as indicated by the information presented.⁵

PHYSICAL CHARACTERISTICS

TOPOGRAPHY AND SOILS

The most prominent natural feature in Indianapolis is the site of James Whitcomb Riley's Tomb in Crown Hill Cemetery, south of Butler-Tarkington. This crest is some 180 feet above the average elevation of the area.

Generally, the slight slopes in Butler-Tarkington extend north and south, par-



BUTLER - TARKINGTON

UN SOUND STRUCTURES 1940 - 1968

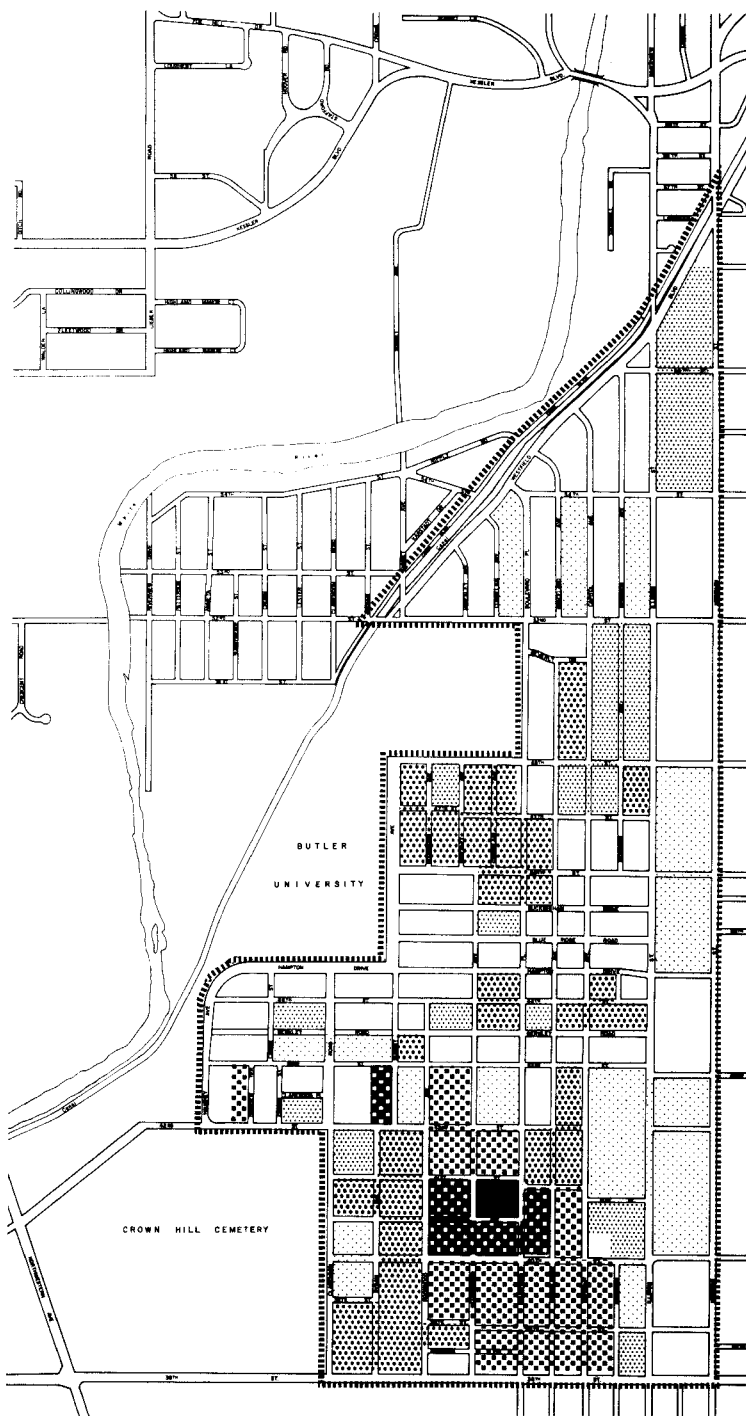
Source: U.S. Census (1940, 1950, 1960) ;
Division of Planning and Zoning, Building
Condition Survey (1968)

DEPARTMENT OF METROPOLITAN DEVELOPMENT
DIVISION OF PLANNING AND ZONING
INDIANAPOLIS-MARION COUNTY, INDIANA APRIL, 1970



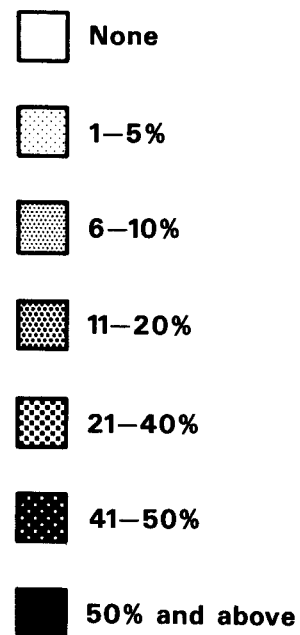
MAP
4

0 500 1000 2000 4000
SCALE FEET



BUTLER - TARKINGTON

PERCENT UNSOUND STRUCTURES , 1968



Source: Division of Planning and Zoning,
Building Condition Survey (1968)

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INDIANAPOLIS-MARION COUNTY, INDIANA APRIL, 1970



MAP
5

0 500 1000 2000 4000
SCALE FEET

alleling White River, with a variation in elevation of 65 feet in the subarea. Sufficient water drainage and soil permeability allows the area to be developed without flooding potential in most of Butler-Tarkington.⁶

All major study sources (1940, 1950, and 1960 U. S. Census, and the 1968 Marion County Building Conditions Survey) used different criteria in determining the condition of buildings. Since the original breakdown in the conditions of buildings cannot be categorized to measure any trend, it was necessary to consolidate all units into categories of sound and unsound units (see Maps 4 and 5).

STRUCTURAL CHARACTERISTICS

Research into the structural characteristics reveal their relationship with the population characteristics as cited in the previous text. The environmental problems of deteriorating structures are caused by, and perpetuate problems in the social and economic characteristics of the population.

DWELLING TYPES

The large homes along Meridian and Illinois Streets and near Butler University are constructed of stone and masonry, while most others in the neighborhood are of wood-frame construction. The oldest homes, which were built mainly in the southern portion, are two and three-stories high, with only a few single-story structures in this area. The remainder of homes in the area consists of one and two-story dwellings.

Many houses in the neighborhood were originally built as two-family dwellings. Concentration of these are located mainly north of 56th on Westfield Boulevard, south of Butler University on Clarendon Place, on Clarendon Road, and throughout the southern part of the neighborhood.

Out of a total of 340 two-family units located in the entire subarea, 323 of these units are to be found south of 43rd Street in Butler-Tarkington.

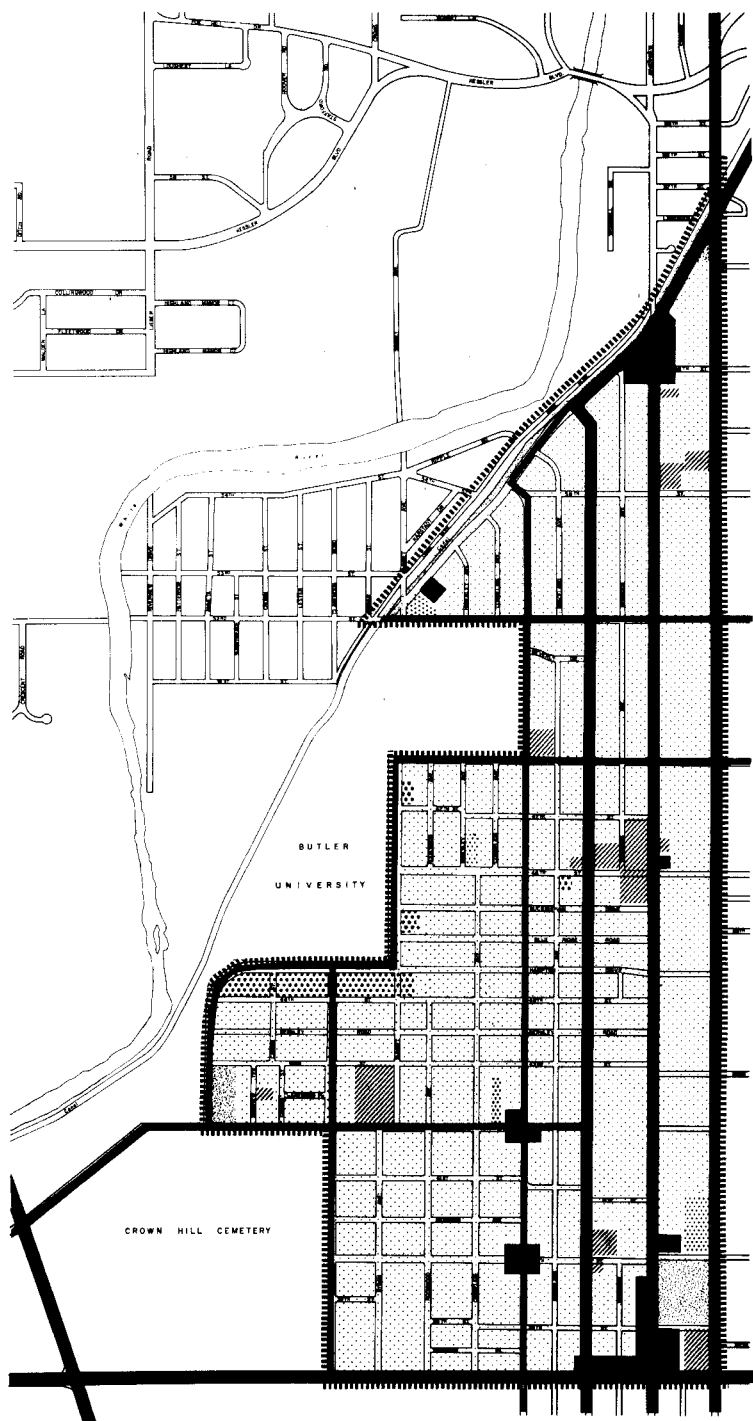
BUILDING CONDITIONS

All major study sources (1940, 1950, and 1960 U. S. Census, and the 1968 Marion County Building Conditions Survey) used different criteria in determining the condition of buildings. Since the breakdown in the condition of the original buildings cannot be categorized to measure any trend, it was necessary to consolidate all units into categories of sound and unsound units (see Maps 4 and 5).

* Most unsound structures in the neighborhood exhibit "Minor Deterioration," and as such are in need of surface repair on walls, windows, doors, stairs, etc. The rate of increase of such units has been rapid during the last decade, especially in the southern portion.









From a total of 3,354 units in 1968, 2,966 were in sound condition, 325 were in minor deterioration, 54 had major deterioration, and six were substandard. The increase of deterioration in tract 220 is to be noted and is due to many factors of structural and economic conditions.

A significant reason for the larger number of unsound units in southern Butler-Tarkington is the relative age of such units. About 35% of the homes in the southern portion are more than 50 years old. Many of these older buildings are large three-story units and are more expensive to maintain than the newer, smaller buildings. This fact, when correlated with the lower average income of families in tract 220, reveals that a larger portion of a family budget is spent in the maintenance of homes in the southern portion than in the northern portion.




BUTLER - TARKINGTON

EXISTING LAND USE 1970

-  1 and 2 Family Residential
-  Multi - Family Residential
-  Student Housing
-  Commercial
-  Public and Semi-public
-  Recreation
-  Arterial Street
-  Collector Street

Source: Division of Planning and Zoning,
Land Use Survey (1968) revised in
Butler-Tarkington (1970)

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INDIANAPOLIS-MARION COUNTY, INDIANA APRIL, 1970

 **MAP
6**

0 500 1000 2000 4000
SCALE FEET

OVERCROWDED UNITS

In many cases, the amount of overcrowded housing (which by census standards means that there are more than one person per room) can be correlated to the instability of an area. Often, the overpopulation of housing units is an indication that relatives of one family or that separate families consolidate into one house as a financial necessity.

The largest percentage of overcrowded units (7.4%) occurred in tract 220 in 1960, yet this was below the county average of 11.7%. The percentages of overcrowded units in tract 218 and 219 were 1.0% and 1.9% respectively.

VACANT AVAILABLE UNITS

In 1960, 3.6% of the units in Indianapolis were listed as vacant available, but by 1967, this percentage had dropped to an estimated 1.75%, indicating that supply of houses from which to choose was exceeded by the demand. And although results of recent studies are not available regarding Butler-Tarkington, it seems evident that a tight housing market trend is continuing in this area.⁷

EXISTING LAND USE

In order to meet the problems of the area with a plan for their solution, a study of the land use pattern is necessary. The situation existing in Butler-

Tarkington is the result of an urban development which has remained nearly constant for almost 30 years.

Through an analysis of current land use distribution, it has been found that proportions among many land uses in Butler-Tarkington are not in correlation with the land use pattern for Marion County (Map 6). While residential land accounts for a much larger proportion of developed land in Butler-Tarkington than in Marion County (almost 20% more land proportionately), the proportion of land uses considered public, semi-public, industrial and for recreation in Butler-Tarkington is far below that of Marion County. Commercial uses and street rights-of-way are approximately the same proportion for both these study areas. (Figure 7)

These facts have been used to illustrate that the shortage of public facilities and lessened employment opportunities found in this area may well be resultant from the large amount of land used for housing. Consequently, the land use plan recognizes and takes into account such physical and social conditions and such area potentials in recommendations for Butler-Tarkington.

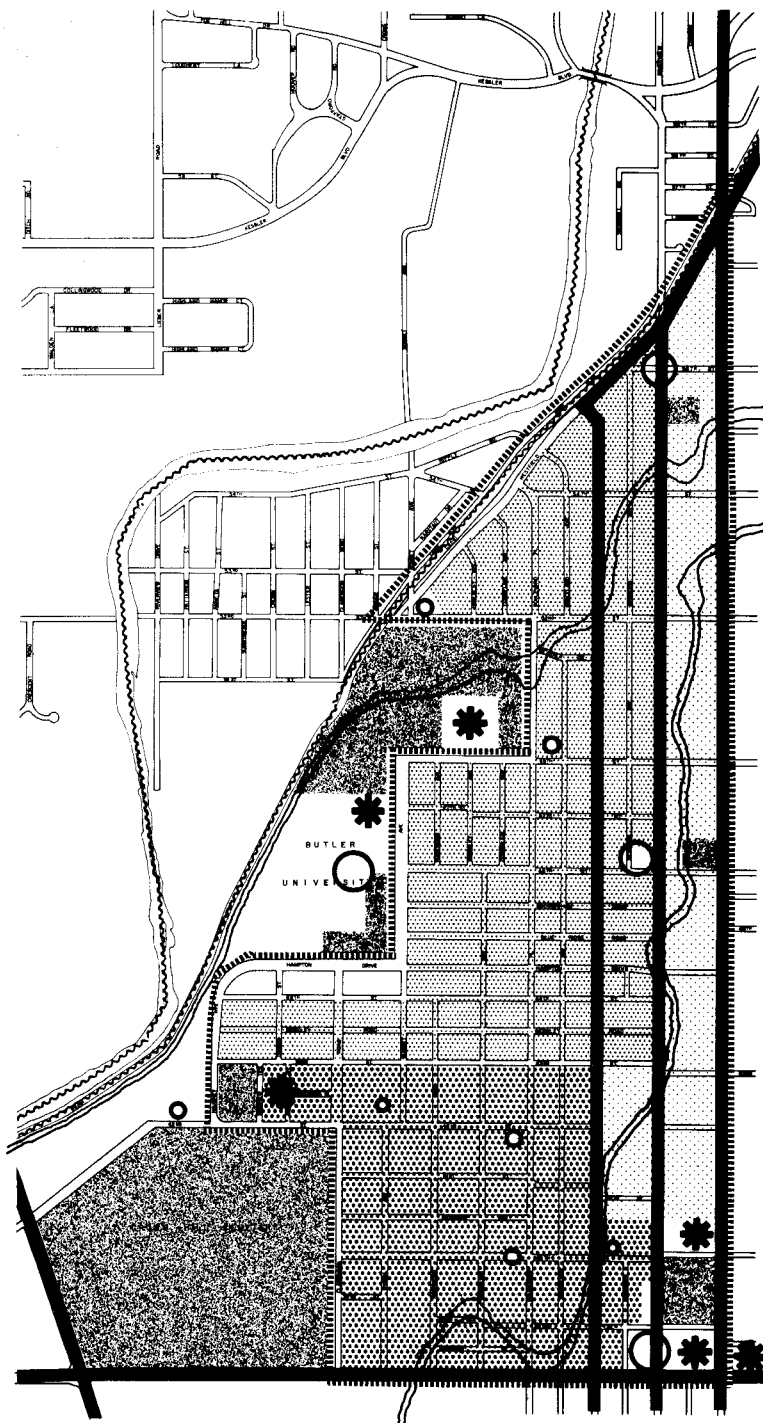
VISUAL CHARACTERISTICS

A visual analysis describes in terms of focal points, barriers, and major clusters of intense land uses. This analysis points out particular visual characteristics of the area and shows where

FIG. 7 EXISTING LAND USE, 1970

LAND USE	BUTLER-TARKINGTON		MARION COUNTY	
	ACRES	PERCENT	ACRES	PERCENT
RESIDENTIAL	612.5	67.9%	53,032	48.6%
COMMERCIAL	12.5	1.4%	2,157	2.0%
UTILITIES	3.0	0.4%	6,232	5.7%
RECREATION	10.3	1.1%	8,967	8.2%
PUBLIC, SEMI-PUBLIC	16.9	1.9%	7,651	7.0%
STREETS, ALLEYS, AND R.O.W.	246.0	27.3%	31,008	28.5%
TOTAL URBAN LAND USE	901.2	100.0%	109,047	100.0%
UNDEVELOPED LAND	35.5	3.7%		

Source: Div. of Planning and Zoning, Building Conditions Survey, (1968), Revised in Butler-Tarkington, (1970), Div. of Planning and Zoning, Marion County Land Use Survey, (1964).



BUTLER - TARKINGTON

VISUAL CHARACTERISTICS

-  Low Density 1&2 Family Residential
-  Med. Density 1&2 Family Residential
-  High Density 1&2 Family Residential
-  Activity Node
-  Landmark
-  Open Space
-  Major Vehicular Path
-  Land Forms
-  Water

Source: Division of Planning and Zoning Survey (1970)

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INDIANAPOLIS-MARION COUNTY, INDIANA APRIL, 1970



MAP
7

0 500 1000 2000 4000
SCALE FEET

activity may occur or points of interest may be strengthened. The study illustrates the extent of both topographic and structural elements of the land, and helps direct new land use locations.

The study was performed in terms of visual characteristics as described by Kevin Lynch⁸ and applied to Butler-Tarkington (Map 7).

EDGES

Edges are barriers formed by "walls" of major topographical variations, drastic change in land use intensity, or physical obstructions such as waterways or major streets. Edges in Butler-Tarkington are formed by the bordering streets, White River, the canal, and major streets within the neighborhood. The topography of Butler-Tarkington reveals a strong edge only along the canal and river banks. Other land forms appear near Butler University.

PATHS

Paths, which can also form edges pertain to major routes of travel for vehicles or people. The major paths in Butler-Tarkington consist of the most heavily traveled streets: 38th Street, Meridian Street and Northwestern Avenue, which adjoin the neighborhood, and Capitol and Illinois inside Butler-Tarkington.

LANDMARKS

Landmarks are described as visual focal points which are predominant features on the land. The water storage tower near 42nd and Fairview, church steeples, and highrise apartments represent the most obvious landmarks in Butler-Tarkington.

NODES

These are intense clusterings of land uses, forming a center for facilities which promote human activity in the

direct area. The strongest node in Butler-Tarkington is the shopping center along Illinois Street between 38th and 40th. Another nodal cluster is a linear development of public facilities along 42nd Street. A major public institution node is located at 46th and Illinois Street. Elementary schools and other shopping centers also form activity nodes in the area.

DISTRICTS

Districts are generally regarded as large areas having a common use. Both Butler University and Crown Hill Cemetery form districts which are characterized by a large amount of open space. Several different densities of predominantly single-family housing constitute separated districts in Butler-Tarkington.

VIEWS

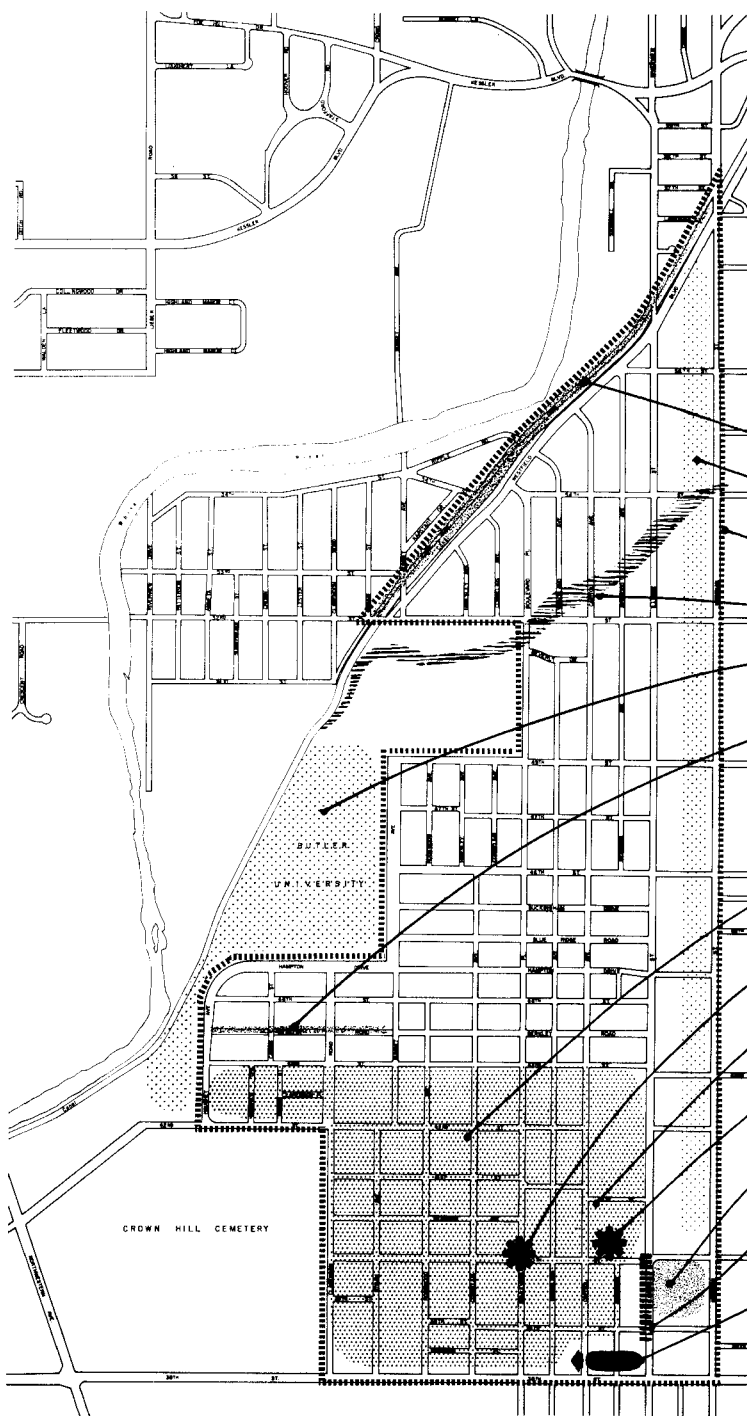
Due to the density of development in Butler-Tarkington, views of the area are only possible of major landmarks or across large open spaces.

Landscaping and tree cover is also a visual characteristic, which affects the environment and gives character to the area.

ASSETS AND LIABILITIES

In addition to illustrating physical development problems and potentials in Butler-Tarkington, the assets and liabilities reveal bases for improvement in future development (Map 8).

The following section points out the major physical and social problems in Butler-Tarkington, and potential forces within and around the neighborhood which are beneficial to the area. It is important that the assets in Butler-Tarkington be applied to upgrade the potential in declining portions, thus assuring improvement and stability for the entire area.



BUTLER - TARKINGTON

NEIGHBORHOOD CHARACTERISTICS

ASSETS

- Canal and greenway provide recreation opportunity
- Homes along Meridian Street form a unique character worth preserving
- Well-defined boundaries add to neighborhood unity
- Gentle slopes enhance residential character
- Butler U. and C.T.S. are economic and social assets to the neighborhood's viability
- Existing greenway provides recreation space

LIABILITIES

- Lack of open space within the neighborhood; residential lots in the south are especially small
- Stores at 40th and Boulevard are continuously deteriorating to the detriment of the neighborhood
- Structural deterioration has been rapidly increasing in dwellings south of 43rd Street
- All elementary schools need additional land for recreation and educational facilities
- Tarkington Park has sufficient facilities, but lacks proper screening from adjoining major streets
- Congestion between shopping and non-related traffic presents a problem at 38th--40th and at 56th on Illinois
- Strip commercial development is expanding along 38th Street, causing traffic conflicts and encroachment of incompatible uses in the neighborhood

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DIVISION OF PLANNING AND ZONING
INDIANAPOLIS-MARION COUNTY, INDIANA APRIL, 1970



MAP
8

0 500 1000 2000 4000
SCALE FEET

The following outline shows what current factors and trends must be considered for use in the plan for Butler-Tarkington.

PHYSICAL CHARACTERISTICS

Total neighborhood acreage - 930 acres (including 35 undeveloped acres):

Housing

- 4/5 of housing built before 1940
- 1 out of every 50 houses unsound
- From 1960 to 1968, the amount of deteriorating houses rose from 88 to 388
- Most of the deteriorating houses exist below 43rd Street

Traffic

- 2,500-5,000 vehicles per day on streets such as Boulevard and Clarendon
- 10,000 on Capitol and Illinois
- 15,000 on Meridian
- 30,000 on 38th

POPULATION CHARACTERISTICS

- 10,000 residents in the area

Race

- The percentages of whites in 1940 and 1967 are 80% and 40% respectively

Age

- There is a marked increase in the number of persons within the age group of 0-19 and in those over 65

Education

- The average number of school years completed is 13 in Butler-Tarkington as compared to 11 in Marion County (1960)

Employment

- In 1960, 2.6% of the population in the area was unemployed as compared with 3.7% of the population in Marion County; in 1968, 54% of those employed were white-collar workers

Income

- \$10,000 average yearly income compared to \$7,300 for the county in 1960 (1968 dollars)
- 4/5 of the residents are home owners compared to 3/5 for the county

CHAPTER 3

FORMULATION OF GOALS AND OBJECTIVES

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Goals and objectives are used as the major directive for the plan and were gathered from all levels of concern: 1) general, metropolitan-based plans for transportation and land use, 2) plans by the major institutions in the area, 3) a sophisticated set of BTNA goals for land use, and 4) a survey of desires from individual residents of the subarea.

Since goals were drawn from every major group with interest in the neighborhood, certain conflicting values can be expected. These conflicts are most evident in the area of transportation, in which there is often a decided conflict of interests between resident desires and currently proposed metropolitan plans for the area. There are also diverse opinions among residents themselves, concerning the type of housing to be permitted to develop in the area.

In such cases of conflicting ideas, a compromise must be reached which will satisfy both the subarea and the metropolitan system of which it is a part. The final decisions, however, should be made by the Metropolitan Development Commission, when related to matters of metropolitan concern. Goals are cited and used as broad attainments to be strived toward, an ideal situation which serves as a directive. Objectives represent means by which goals can be reached in a foreseeable future.

ANALYSIS OF EXISTING PLANS

Metropolitan-wide plans as applied to Butler-Tarkington serve as a reference point for municipal goals for the neighborhood, while plans of surrounding institutions were investigated in order to coordinate these municipal goals with neighborhood development goals.

THE COMPREHENSIVE GENERAL LAND USE PLAN FOR MARION COUNTY, INDIANA

Recommendations in the county land use

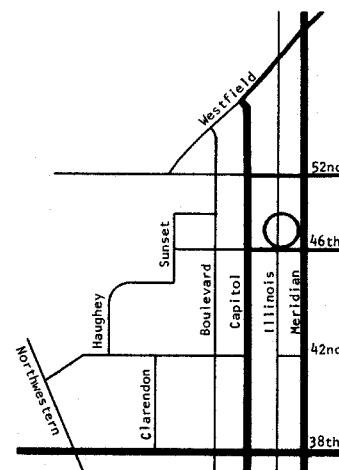
plan will be generally adhered to for purposes of efficient coordination of land uses within the metropolitan area. Significant aspects of the plan in Butler-Tarkington are the proposal of a community park at 46th and Illinois Street, and the consolidation of existing north-south arterials to one street in the subarea. Capitol Avenue, Meridian Street, and Northwestern Avenue have been designated as primary arterials. Forty-sixth and 52nd Streets have been designated as secondary arterials.

PRESENT ZONING

Current zoning in the eastern portion of the area, from Meridian to Illinois Streets, permits only single-family dwellings with a minimum of 24,000 square feet per lot. The remaining portion of residential land is zoned for 5,000 square foot single-family lots and permits two-family units on corners only at a minimum of 9,000 square feet per lot.

Most commercially developed land in the area is zoned as such, unless the commercial facility has been constructed under a variance of land use.

Residential land use has developed along 40th Street between Boulevard and



Cornelius, although the parcels are zoned for commercial use. This zoning could be changed to D-5 since the demand for additional commercial use in that area is not warranted.

THE INDIANAPOLIS REGIONAL TRANSPORTATION AND DEVELOPMENT STUDY

Major thoroughfares for vehicular traffic were recommended by this four-year study for the Indianapolis Metropolitan Area (1964-1968). Recommendations for the Butler-Tarkington Subarea include continued use of Meridian Street, 38th Street and Capitol Avenue as primary arterials, with 52nd Street and 46th Street as secondary arterials. Smaller collector streets were not dealt with in the study, as they are not considered to be a part of the metropolitan traffic system. The subarea plan will use the general recommendations as a framework on which to develop the more detailed traffic system in the subarea.

Objectives of the IRTADS plan include the establishment of a transportation network which would preserve the land use arrangements of residential neighborhoods in addition to moving traffic, which is considered the primary goal. Another major objective was to arrive at a plan that would be financially feasible for actual implementation and would be adaptable to staging to meet the demand during the next 20 years.

The IRTADS study revealed that any modification of major streets will not be needed in Butler-Tarkington until after 1985; consequently, they were given no priority in the recommended thoroughfare improvement program. The IRTADS plan was officially adopted by the Metropolitan Development Commission in September, 1969, as a part of the Comprehensive Plan.

MAJOR INSTITUTIONAL PLANNING

BUTLER UNIVERSITY

In addition to building a dormitory and a science complex on campus grounds, Butler University plans to expand student housing directly east of the campus along Sunset Avenue in order to meet the future needs of Butler University. A maximum enrollment of 3,100 students is planned, increasing present enrollment by 700 students.⁹

CHRISTIAN THEOLOGICAL SEMINARY

CTS is in the process of expanding its facilities from a capacity of 200 to 400 students. In addition to their proposed facilities for religion-related organizations at the present Shortridge Athletic Field, apartment-dormitories are planned several blocks from the school.¹⁰

ANALYSIS OF CITIZEN DESIRES

Citizen desires in the subarea were considered vital in forming the basis for many planning decisions in the area. Neighborhood residents were directly involved with every phase of the plan, from analysis to plan proposals for the subarea. Resident opinions were gathered from several sources: neighborhood leaders, active neighborhood members, a cross-section of residents, and close contact with the Long-Range Planning Committee.

GOAL STRUCTURE

The system of organizing the neighborhood goals and objectives was an adaptation of the Highland-Brookside Subarea Plan.¹¹ The goal structure for Butler-Tarkington contains the broad General Goal and goals for Social, Economic, and Physical desires. These

- Promote environmental and economic conditions within the neighborhood.
- Insure quality housing, recreation, shopping facilities and education for residents of the area.
- Utilize all assets of the community-- Butler University, the canal, Tarkington Park--to strengthen the unity of development.
- Insist upon high standards of design to increase the compatibility of all land uses.
- Emphasize local concern to initiate planned proposals.

RESIDENTIAL

- Establish and maintain a residential pattern of racial integration.
- Improve deteriorating portions of the area.
- Provide diversity in housing types and provide a wide range of choice to meet the demand.
- Establish proximity between residents and public facilities.
- Relate intensity of housing to accessibility.
- Establish and maintain racial integration.
- ✓ • Protect residential areas from harmful effects of noise, pollution, and safety hazards.

TRANSPORTATION

- Develop a transportation system which meets the needs of subarea residents, while consistent with metropolitan transportation planning.
- Utilize existing streets to carry vehicles most efficiently.

- Channel traffic to major streets and away from local streets.
- Establish aesthetic land development in conjunction with the proposed modifications for the street system.
- Link all public and shopping facilities to residential areas.
- Improve public transportation to serve Butler-Tarkington.

RECREATION

- Expand the present park system to make it accessible to more people, and preserve existing recreation areas.
- Utilize public and semi-public facilities and surrounding land for recreation purposes.

EDUCATION

- Develop schools as major sites for recreation facilities.
- Encourage citizen participation in improving the quality of educational institutions.
- Include private and parochial schools within the planning concerns of the entire neighborhood.
- Encourage the establishment of adult educational programs which would meet diverse needs of the population through existing schools or a neighborhood center.
- Place library facilities near schools to benefit the neighborhood.

COMMERCE

- Rehabilitate the viable shopping areas in Butler-Tarkington.

- Halt strip commercial expansion.
- Place new shopping and public uses together so they may benefit each other with common facilities.
- Provide efficient access to and within shopping centers for pedestrians and vehicles.
- Buffer commercial uses from adjacent residential developments.
- Phase out existing manufacturing facilities.

MUNICIPAL SERVICES

- Increase and/or maintain the efficiency of all the following public services:
 - fire protection

- police protection
- public health
- welfare
- building code enforcement
- planning and zoning
- street and right-of-way maintenance
- recreation programs
- Maintain the compatibility of utility terminals with surrounding land use.
- Coordinate planning and maintenance of public services on all levels of government.
- Cooperate with metropolitan officials through local political agents to achieve neighborhood benefits.

CHAPTER 4

FUTURE DEVELOPMENT POTENTIAL

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POPULATION FORECASTS

The extent of population increase directly affects the area's needs in terms of housing, public facilities, etc. This factor serves to direct planning decisions concerning future land use configuration.

Forecasts usually involve the assumption of continued growth according to past trends, but this is difficult in Butler-Tarkington, due to high migration rates and particular growth factors applicable to such a mature urban area. Since Butler-Tarkington is almost completely built-up in terms of development, most new development will occur on land which is presently occupied by structures. Future population of the subarea depends upon the amount of land allotted for new development and the intensity at which it is to be built.

The Indianapolis Regional Transportation and Development Study (IRTADS) projected population for the entire metropolitan area on the basis of future employment in Marion County. The growth of employment was first projected, then the number of new employees was distributed throughout the metropolitan area according to the amount of development possible.

Due to the extensive amount of development existing in Butler-Tarkington, forecasts called for all new development to be in multi-family dwellings. IRTADS projected some 172 additional households for the Butler-Tarkington area, all in the southern portion (which would accommodate 500 additional people).¹²

This estimate serves as a base for future population but the ultimate population depends upon principles of apartment location within the subarea. A major directive related to this is the LRPC policy of maintaining Butler-Tarkington as primarily a single-family residential area.

FUTURE HOUSING DEMANDS FOR MARION COUNTY

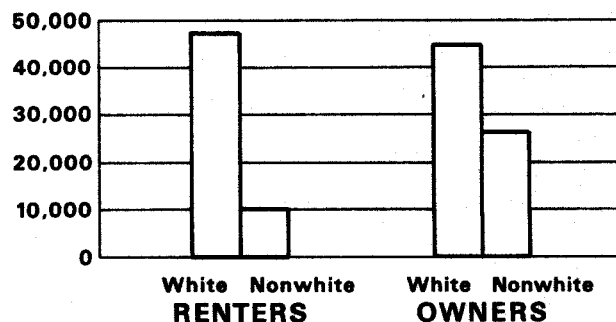
To substantiate a demand for housing in Indianapolis (from which Butler-Tarkington will draw any new residents), the Metropolitan Indianapolis Housing Study is used. This study conducted for the Division of Planning and Zoning by Hammer, Greene, Siler Associates projected housing demand for Marion County by age group and race between 1967 and 1985.

The net increase of income levels for all groups between 1967 and 1985 will allow a greater demand for quality housing. By 1985, more than half of the whites and almost one-third of the Negroes will have incomes above \$10,000 per year (in 1967 dollars).

ANTICIPATED DEMAND BY TENURE PREFERENCE, AGE, AND RACE

A total of 70% of the new households will be made up of families with household heads under 65 years old. The number of persons in all age groups is expected to increase by about 35% by 1985. The percentage of white owners will decrease from 66% of all whites in 1967 to 65%, while the percentage of Negro owners will increase from 52% of all Negroes in 1967 to 69% in 1985.

FIG. 8 TOTAL ADDITIONAL UNITS NEEDED BY 1985 MARION CO.



Source: Hamer, Greene, Siler Associates, Metropolitan Indianapolis Housing Study Workpaper No. 3 (Washington, D.C., 1968) p.11

These projections imply that within the Indianapolis Metropolitan Area, several factors will exist by 1985. Many more housing units will be needed to satisfy new demand and to replace old housing. A lower proportion of whites will be owning their own homes from 1967 to 1985, and a much larger proportion of Negroes will be owning homes in this time period. The overwhelming majority of new rental units and a majority of owner units will be in demand by white families. Relatively speaking, Negroes will engage in greater home ownership and whites will demand more rental units than in the past.

The Metropolitan Indianapolis Housing Study cites the following reasons for changing preferences by age group, race and household type.¹³

MIDDLE-AGED INDIVIDUAL

This group is expected to exhibit a variety of rental housing demands, less because of mobility but more as a function of not wanting ownership responsibilities. With many of these persons likely to be settled in terms of employment, personal interests, their individual rental housing choices will vary widely in terms of location, value, size, amenity, and other characteristics.

YOUNG OR MIDDLE-AGE FAMILIES

This middle age group of families with heads between 30 and 45 years of age typically desires (and needs) single-family homes to accommodate the growing requirements of their children. Offsetting this will be trends toward white rentals reflecting increased geographical mobility for employment and other reasons. Most of the gains in white family numbers will be in the higher-income brackets where demands for quality apartments are growing.

Increased ownership demands will be pronounced among working-age Negro families, generated by the transition

to better-income status and by the reduction of market system barriers which at present are repressing demand effectiveness.

ELDERLY FAMILIES AND INDIVIDUALS

It can reasonably be assumed that tenure preference on the part of elderly householders will undergo a slow change in the direction toward renting rather than owning over the years. There are several reasons for this contention...income improvements will mean somewhat more mobility and a lessened pressure for the security and status of home ownership. There is likely to be less overall interest in home maintenance and more in other types of activities.

RELATION OF TENURE TRENDS TO BUTLER-TARKINGTON

The changing trend in home ownership can have a relation to the future racial composition of Butler-Tarkington. If most dwellings in the area remain as single-family owner occupied, and the trend of Negro-owned demand continues, the subarea may experience increasing Negro population northward and less whites moving in.

The introduction of new rental units into the area, however, can serve to attract young and elderly persons of all races, by increasing the housing choice in Butler-Tarkington. These new units can be introduced by allotting a portion of the land to multi-family dwellings in adequate locations in the south and in the north to provide an increase of housing choice in this portion. The addition of rental units may result in more white families residing in the area.

The plan for Butler-Tarkington must be based on sound concepts for land development. The policies establish directives for the proper location of land uses in relation to each other. These

policies are based upon the Comprehensive General Land Use Plan for Marion County, as well as logical locations for various land use activities.

The set of planning principles used here may be regarded as a guideline, presenting the factors under consideration for future development. This

policy plan is intended to be used on a permanent basis, stating general concepts for location of activities. The land use plan is to remain flexible, accounting for unforeseen changes, but the policies behind this are relatively fixed, and should be the basis of new recommendations.

CHAPTER 5

GENERAL PLANNING GUIDELINES

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METROPOLITAN FRAMEWORK FOR DEVELOPMENT

CONCEPT FOR METROPOLITAN STRUCTURE

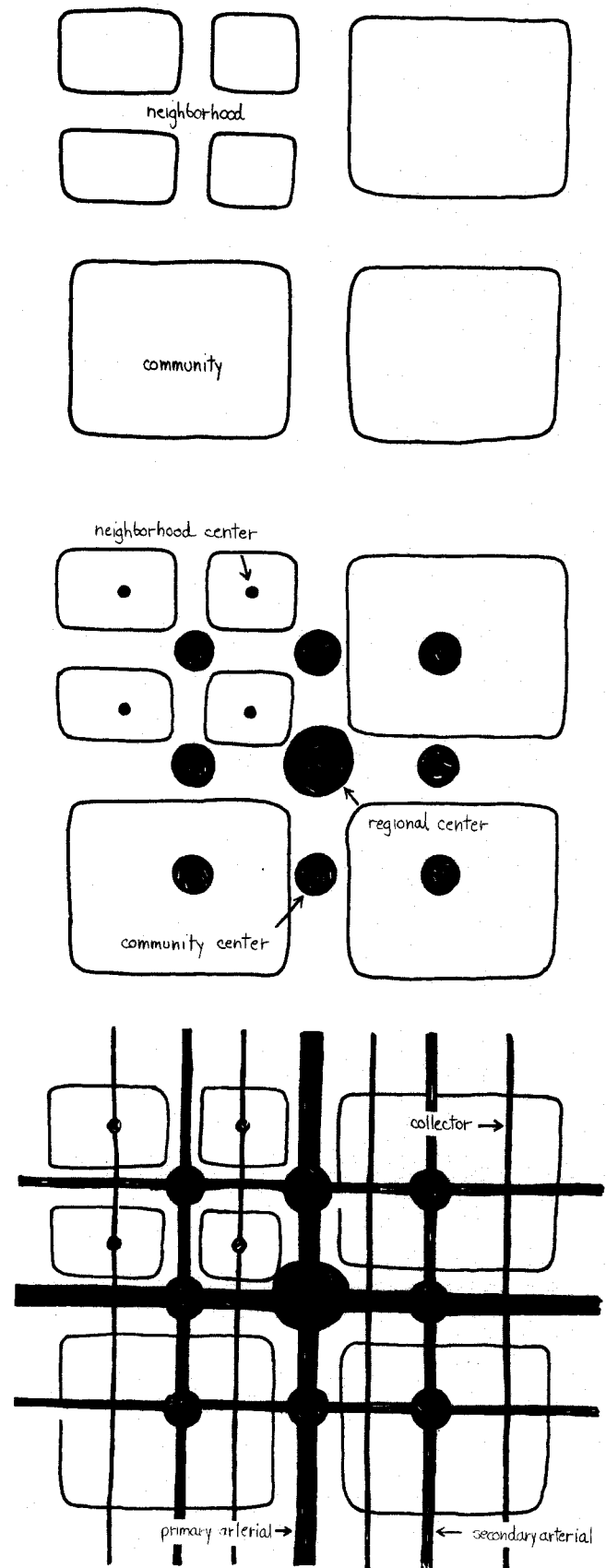
In order for any part to operate, it must function within the complete system. The combination of all parts of an urban area results in the formation of a total community. Likewise, each part within must satisfy the needs of the community and metropolis to maintain efficiency of the larger unit.

General principles for neighborhood development rely upon the needs of activities within the metropolitan area, and a hierarchy of activities is necessary to maintain operation within this structure. Each metropolitan area consists of the following residential sub-units: 1) the neighborhood is the sub-unit which provides facilities such as elementary schools and small commercial centers to its residents; 2) the community is the sub-unit which provides certain services to the surrounding neighborhoods (high school, large parks, and large commercial centers).

Service centers for each residential unit should be related in size to provide for the populous of that unit. Smallest activity centers are usually limited to serving neighborhood residents, while larger centers may serve a community, portion of several communities, or even the entire metropolitan area.

The transportation system ideally shows each unit and center being served by similar street facilities. In this manner, each area receives the access it demands according to its size and population served. Within this structure, the metropolitan area is served, and each smaller unit must adapt itself to operate as a part of the entire system.

Though there are exceptions to this rule, generally it represents the con-



cept used in the Comprehensive General Land Use Plan for Marion County, Indiana. Each activity system contained within the Comprehensive General Land Use Plan shall be considered in the light of needs in Butler-Tarkington, so as to result in a system that will be valid for both the subarea and the metropolitan area.

OBJECTIVES FOR NEIGHBORHOOD STRUCTURE

The Indianapolis Regional Transportation and Development Study describes some development objectives found in the Comprehensive General Land Use Plan, which serve as basic guides for smaller area studies.

Because of the importance of neighborhoods to the welfare of citizens of the area, the following objectives should be met:

- Wherever practicable, each neighborhood should provide a variety of housing types in balance with the economic and social nature of the community in which it is located.
- Housing types sufficient to assure economical use and support of a regular complement of neighborhood facilities and services should be provided.
- Each neighborhood should have a centrally located elementary school, preferably within three-quarters of a mile walking distance of all portions of the area. The elementary school should not be located near streets carrying heavy traffic volume.
- An adequate, well equipped playground should adjoin each elementary school.
- Each neighborhood should have a park which is commensurate in size and design to the population of

the area. In most instances, parks should adjoin school playgrounds in order to achieve maximum effectiveness.

- Each neighborhood should contain, or have access to, a compact, local shopping center of sufficient size and variety of goods to provide for the daily shopping needs of residents, but not so large as to draw traffic from beyond the immediate, adjoining neighborhoods. The neighborhood shopping center should have access from a collector or feeder street.
- The freedom and safety of pedestrian movement within neighborhoods should be maintained through the provision of safe, pedestrian and cycling paths.
- The need for access to all property, especially for emergency vehicles, should be accommodated in the design of the internal street system.
- Through traffic should be routed around neighborhoods on suitably designed through routes. The planning of neighborhood circulation facilities and land uses should include the improvement and protection of the efficiency of bordering through routes.

BUTLER-TARKINGTON FRAMEWORK FOR DEVELOPMENT

MAJOR DEVELOPMENT POLICIES

Development within Butler-Tarkington relies on three factors: 1) type of future residential development, 2) relationship with major institutions, and 3) neighborhood facility expansion (such as recreation and public facilities).

According to neighborhood goals and for the future benefit to the area, each factor shall be applied:

- The development of some new multi-family housing of a medium-density (about 15 units per acre, compared to the existing 5.8 units per acre). Townhouses and three-story walk-ups are generally included in this category. Zoning for new multi-family housing requires space for recreation developed in conjunction with apartment construction, which will also benefit the subarea.
- The encouragement of institutional services (such as educational programs, permitted use of institutional facilities by neighborhood residents) in the subarea. These can strengthen the relationship between the adjoining institutions and Butler-Tarkington residents. Growth of the institutions themselves will continue to be an attraction for middle income persons who wish to live near the institutions.
- An increase of programs for more public facilities which would improve the area economically, maintain stability and make the area more attractive.

GENERAL CONCEPTS

Various methods of treatment for land use activities should be considered in order to accomplish neighborhood goals. Two basic goals of the neighborhood to be followed are: 1) to improve environmental conditions, and 2) to encourage a stable pattern of racial integration throughout the neighborhood.

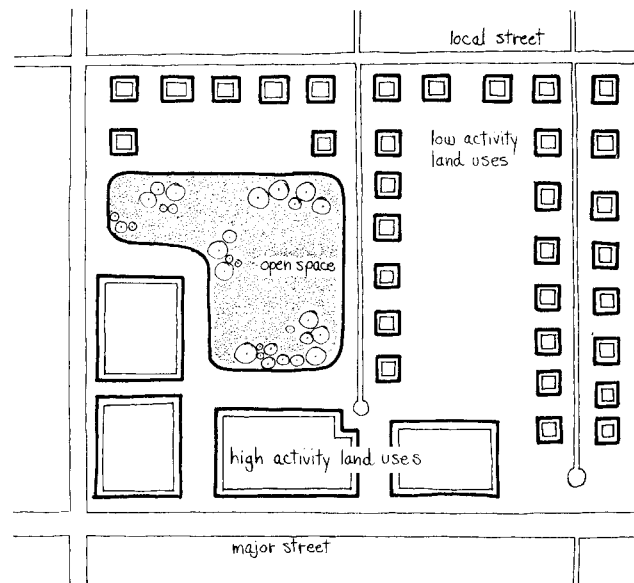
NODAL DEVELOPMENT

Land uses of the same general type may be grouped together to help support each other, by providing uses common to both. The existence of various kinds of retail establishments in a cluster represent one example. The basic drawing power of a grocery store may help attract customers to a nearby bookstore.

This is an underlying concept which keeps shopping areas in clusters.

RELATIONSHIP OF LAND USES

In addition to supporting each other, one land use may serve to buffer, or separate, incongruous activities. Single-family housing, for example, is generally less desirable when abutting a retail center. However, a facility such as a small office structure between the two land uses tends to decrease the amount of pedestrian and vehicular traffic surrounding the home.



These buffers may consist of several activities to separate the undesirable effects of a larger public center to a private area. A typical progression is one in which each use is not adversely affected by adjoining activities. The Comprehensive General Land Use Plan recognizes this need to buffer uses from incompatible land uses.

INTEGRATION

The complex problem of racial integration in Butler-Tarkington cannot be entirely solved within the neighborhood itself. The only way to permanently stabilize integrated areas is on a

metropolitan level. Several techniques of open housing and other antidiscriminatory measures are currently in effect for large cities.

A single neighborhood attempting to stabilize integration is placed in the delicate position of discouraging further occupancy by Negro families, while retaining its attractiveness for whites. Moreover, the neighborhood is in demand by Negro families who have few other locations in which to reside, while white families have relatively few restrictions on residential choice.

A representative of the American Society of Planning Officials wrote:

"To make a neighborhood which is attractive to Negro families also attractive to whites, it must maintain a high level of social services, economic vitality, and environmental quality. This is, of course, where the neighborhood organization comes in."¹⁴

Several examples of community organizations which have sought to achieve racial balance include the Hyde Park-Kenwood area and the South Shore area in Chicago. Both areas devoted considerable action to stabilization, and the former was largely successful because of the housing demanded by both students and faculty of the University of Chicago. Many programs in South Shore improved environmental conditions, thus helping to keep whites in the area and attract new white residents. This concept can be utilized within Butler-Tarkington to maintain racial integration.

Several factors which promote a racial balance currently exist within the sub-area: 1) The Butler University student body and faculty who live in the area is a predominately white group; 2) Butler-Tarkington Neighborhood Association promotes integration; and, 3) other areas in the metropolitan area have

recently become available to satisfy Negro demand for housing.

The approach to "racial integration" in this plan will be concerned more with social integration of all citizens rather than merely racial integration within residences.

Though it may be an aim of BTNA to promote complete integration throughout the neighborhood, a land use plan alone cannot fully dictate living patterns (such as more housing purchases by one race). The plan does, however, provide the opportunity to assist integration within the area, and increases the chance for whites to buy homes in the southern portion. In addition to apartments, the provision of common public areas to be used by all residents will help encourage social integration. Neighborhood integration should be encouraged through common use of neighborhood facilities. For example, new housing close to shopping or parks may be used by both new and existing residents. These must be handled properly in final design in order to join parts of the neighborhood, not separate them.

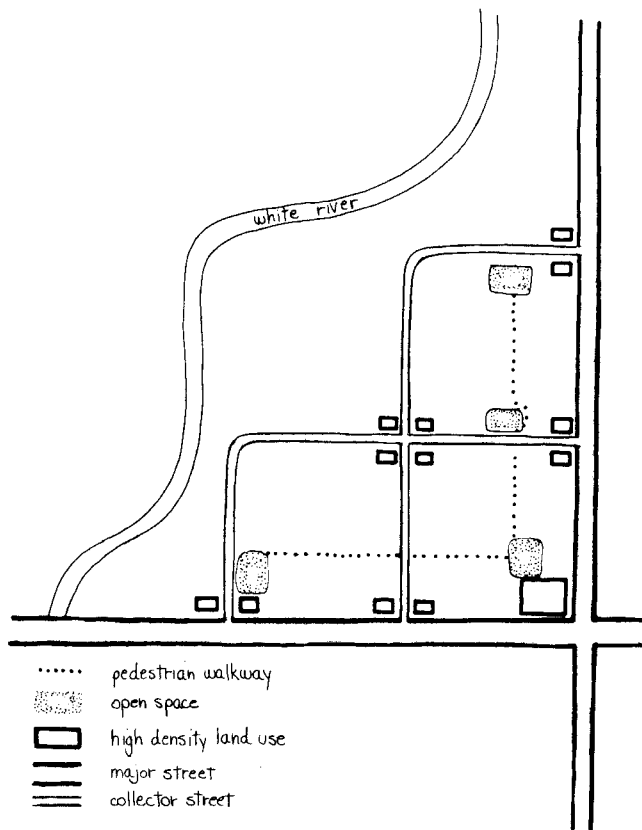
The proximity of new housing to existing retail and public facilities not only encourages interaction of residents but adds to support local business improvement.

LOCATION CONCEPT

The concepts of the land use plan for Butler-Tarkington will coincide with those used in the Comprehensive Land Use Plan for Marion County. The previous text on design concepts mentioned the relationship of the neighborhood with the metropolis and treatment of land use types. This section refines the general concept to locations related to the neighborhood.

As a part of the metropolitan framework, most of Butler-Tarkington's boundaries are formed by arterial streets. Due to

the physical obstacle created by the White River and the canal, the neighborhood is not entirely surrounded by arterials.



Ideally, arterials are the most continuous used surface streets in the metropolitan area. Each lower level of street should discourage traffic to a greater degree. Collectors, then, would not be continuous through the metropolitan area, and locals should be limited to several blocks.

Centers of highest activity should be placed near intersections of most superior access, and must be properly buffered from incompatible land uses. New development in Butler-Tarkington is to be built mainly upon existing centers in addition to some newly created nodes.

Major parks can serve major activity centers, where people congregate (schools and shopping areas, for instance). Small parks and playlots serve smaller centers and single-family developments.

A pedestrian system may be used to link major facilities and large parks for easier access. Ideally, this system should be separate from all vehicular access, with parks evenly distributed, but the absence of vacant land and need for local vehicular streets will affect the ideal situation in the final plan. Land use planning provides for the occurrence of physical activities which can improve the environmental quality. Land use improvements and modifications have been proposed by individual activity within the complete system of neighborhood operation. Planning recommendations do not represent a one-step operation, but entail several stages of public and private investment. Public facilities generally are introduced first to meet demands for the existing residents. Quality facilities, such as better parks and schools, help maintain and attract middle income residents for Butler-Tarkington. This development can then be supplemented by actions of the private sector directed toward housing and commercial uses over a long period of time.

Each major land use element is studied in the context of existing problems and goals and in relation to other land uses in the neighborhood. Plans are illustrated by activity type in the following sections.

Whereas problems, objectives, and principles have been presented previously, this section goes into more detailed relationship between each planning element.

CHAPTER 6

TRANSPORTATION

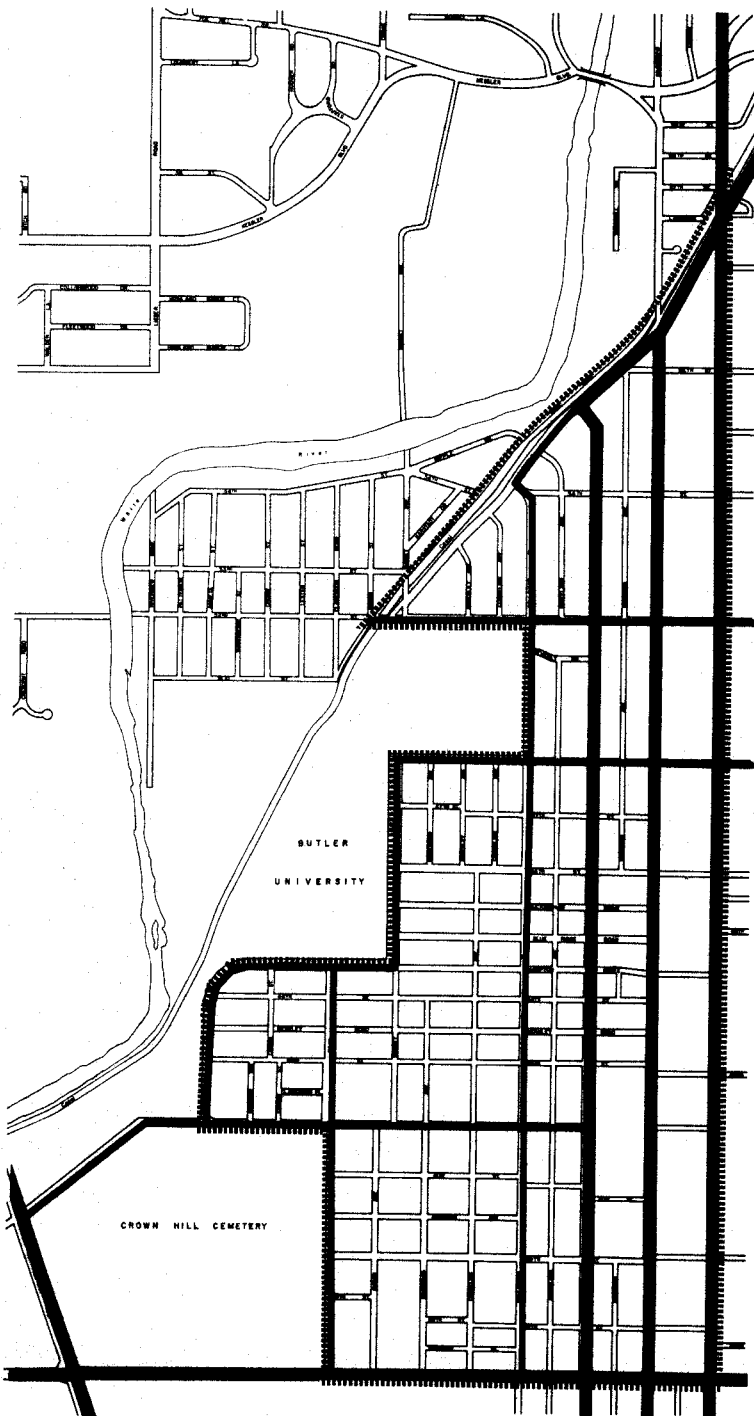
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BUTLER - TARKINGTON

TRAFFIC NETWORK 1970

- Arterial Street
- Collector Street

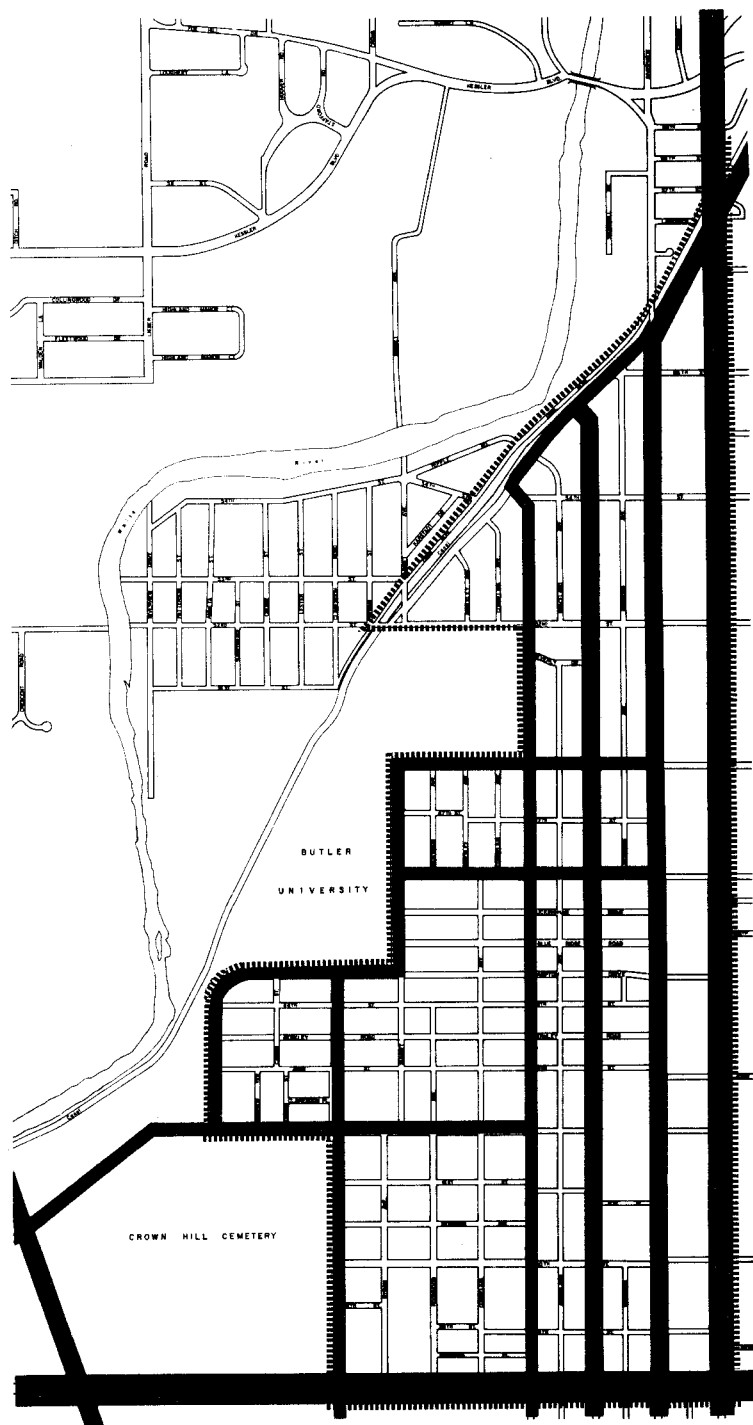
Source: Indianapolis Regional Transportation
and Development Study (1968) revised (1970)

DEPARTMENT OF METROPOLITAN DEVELOPMENT
DIVISION OF PLANNING AND ZONING
INDIANAPOLIS-MARION COUNTY, INDIANA APRIL, 1970



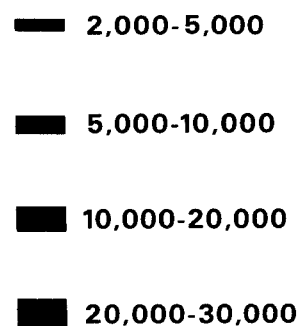
MAP
9

0 500 1000 2000 4000
SCALE FEET



BUTLER - TARKINGTON

AVERAGE DAILY TRAFFIC VOLUMES 1964

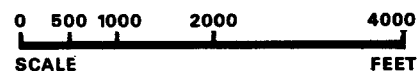


Source: Indianapolis Regional Transportation and Development Study; Traffic assignment from "Complete Set of IRTADS Printouts"

DEPARTMENT OF METROPOLITAN DEVELOPMENT
DIVISION OF PLANNING AND ZONING
INDIANAPOLIS-MARION COUNTY, INDIANA APRIL, 1970



MAP
10



The movement of people and goods throughout the subarea is one of the most important aspects of any area. The street network is the common link for all activities in Butler-Tarkington, as it provides access to each of them.

EXISTING TRAFFIC NETWORK

The Indianapolis Regional Transportation and Development Study defined the following existing street classifications by function:¹⁵

- Freeway -- Interstate highways whose primary function is the movement of traffic.
- Expressways -- Access-controlled routes (other than freeways) whose primary function is also traffic movement.
- Arterials -- Major surface streets whose primary function is traffic movement, while at the same time providing some service to abutting land use.
- Collectors -- Important surface streets whose primary function is to collect traffic from an area and move it to an arterial, while also providing substantial service to abutting land use.
- Local -- All remaining surface streets, whose primary function is service to abutting land use.

The Butler-Tarkington area does not contain any freeways or expressways. Streets which border the subarea (Northwestern Avenue, 38th Street, and Meridian Street) are all arterials (Map 9).

Capitol Avenue and Illinois Street are existing arterials, which lie parallel to Meridian Street and form a one-way pair south of 38th Street. North of 38th Street, these streets are two-way, although the flow of traffic is predominately northward on Illinois and southward on Capitol.

Collector streets in the neighborhood feed into major institutions and link arterials. North-south collectors are Haughey, Clarendon, the northern portion of Sunset, and Boulevard Place. East-west collectors are 52nd, 49th, 46th, 42nd, and 40th.

The remaining streets are classified as local, but a number of them continue for long distances throughout the neighborhood, thus allowing traffic to use local streets. The continuity of these streets should be discouraged if they are to be kept for use by local traffic.

TRAFFIC VOLUMES (Map 10)

Presently, a total of 23,500 vehicles per day travel north and south in Butler-Tarkington on the three major streets of Illinois, Capitol, and Boulevard Place (between 38th and 40th Streets). Assuming no programmed street improvements are undertaken, IRTADS projected some 29,600 north-south vehicles in the subarea by 1985. However, assuming that all programmed improvements are completed by 1985, traffic would decrease by 16,700 north-south vehicles per day within the area.¹⁶

PHYSICAL PROBLEM CONSIDERATIONS

Certain undesirable conditions which exist within the subarea transportation system require positive attention. The following problems are complex, and overlap one another in such a way that a comprehensive approach of the entire network is necessary.

1. Through traffic on local streets. Many local streets extend throughout the neighborhood, allowing non-residential traffic to use these streets. This situation emphasizes the need for an organized hierarchy of streets to route traffic. Many of these streets have on-street parking and widths of

only 24-30 feet, increasing the conflict of moving autos.

2. Inefficient traffic control devices promote conflict. Many intersections in the subarea are controlled by four-way stop signs, which are designed to accommodate less cars than they actually do at peak hours. Many cars do not make a full stop at these intersections, endangering other vehicles and pedestrians. Four-way stops do not control the speed of vehicles through an area; but, traffic lights may be timed (by interconnection) to allow traffic to continue through intersections at controlled speed.

3. Conflict among different types of traffic at shopping centers. Non-related traffic, shopping traffic, and pedestrian shoppers must all move within the shopping centers in Butler-Tarkington. The existence of on-street parking only increases the conflict between the various modes of traffic. This situation requires the removal of either the on-street parking or the non-related traffic.

4. The existence of many parallel arterials tends to segment the subarea. Meridian Street, Illinois Street and Capitol Avenue are a part of the traffic system which carries traffic to and from downtown. A total of seven streets within and east of Butler-Tarkington presently penetrate the residential district.

Traffic could be discouraged from most streets if there were selected routes which would be signalized for efficient movement across as well as on the streets. The remaining streets would be relieved of non-related traffic, thus benefiting the area as a whole.

5. Heavily-traveled streets are ideally incompatible with adjacent

single-family dwellings. Since most land use in north-central Indianapolis is low density residential, almost all of the arterials run through exclusively residential areas. Ideally, these uses are not compatible when placed close together, in view of the noise, air, safety, and aesthetic factors involved. As a few of these streets are selected for carrying non-related traffic, plans must be made to separate the two activities. A good example is on Meridian in the Butler-Tarkington area, where setbacks and trees provide a buffer between homes and traffic. Several methods of providing an adequate separation may be employed in areas with less space between streets and houses. Among these are heavy visual screening and space between pedestrian walkways and autos.

6. More efficient east-west movement within the neighborhood. Traffic moving east or west through the Butler-Tarkington vicinity is currently in conflict with that on major north-south arterials. Cross movement is especially difficult during peak hours when cars must wait at two-way stop signs for traffic on Capitol and Illinois. A system of interconnected traffic signals would produce a more even flow of vehicular traffic in both directions.
7. Due to on-street parking, arterials do not operate efficiently. On Capitol and Illinois, parked cars present an obstacle to moving vehicles. Streets which are selected to remain as arterials should prohibit parking for more efficient traffic movement, at least during peak hours of the day.
8. Unsafe conditions on sidewalks which abut major streets. Many sidewalks along existing arterials presently abut the street pavement with no separation between walkways and

vehicular paths. During any street reconstruction, standards require sidewalk reconstruction with a border between sidewalks and streets.

OBJECTIVES FOR IMPROVEMENT

The main goal of any neighborhood street system is to accommodate non-related traffic while maintaining safe and efficient access to abutting land uses within the area.

Objectives for transportation in Butler-Tarkington are:

- Develop a transportation system which meets the needs of subarea residents, while consistent with metropolitan transportation planning.
- Utilize existing streets to carry vehicles most efficiently.
- Channel traffic to major streets and away from local streets.
- Establish aesthetic land development in conjunction with proposed modifications of the street system.
- Link all public and shopping facilities.
- Improve public mass transportation to serve Butler-Tarkington more efficiently.

METROPOLITAN TRANSPORTATION RECOMMENDATIONS

The transportation plan for Butler-Tarkington is a detailed part of the Official Thoroughfare Plan for Marion County (Map 11). Whereas the county thoroughfare plan dealt with only free-ways, expressways and arterials, the traffic plan for the subarea relates to collectors as well. The thoroughfare plan is designed to accommodate as a total system the anticipated traffic volumes by 1985, and includes budgeting and priority schedules for major street modifications.

Categories for the recommended system of the Indianapolis Regional Transportation and Development Study as applied to streets within the Butler-Tarkington Subarea are as follows:¹⁷

- **Primary Arterials** - These routes are a select group of surface streets which have greater traffic-carrying capabilities and higher levels of services than others. They are designed to channel the flow of major traffic and to avoid proliferation on high-volume streets. They carry more traffic, or have the potential of carrying more than other adjacent routes. They also have continuity across a large area and form the pattern of

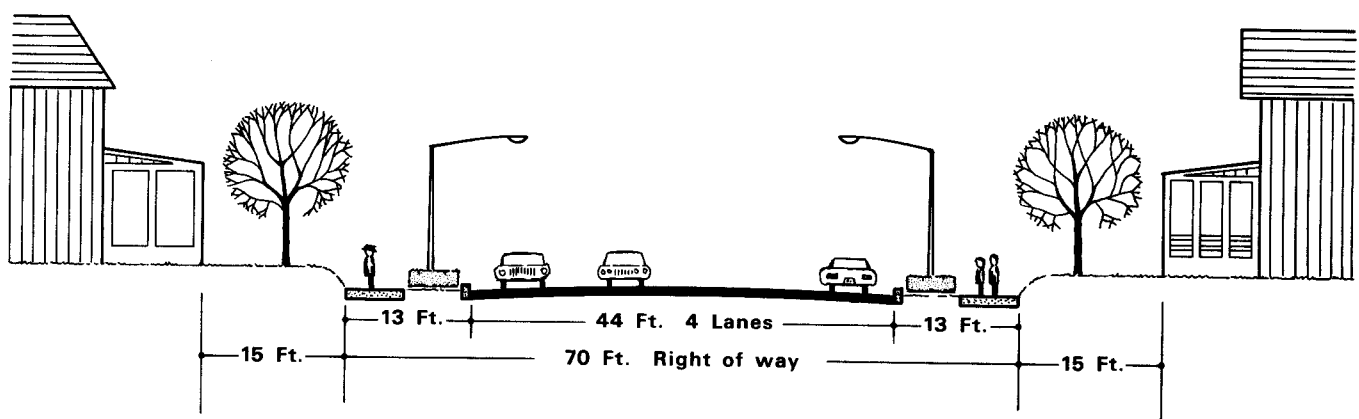
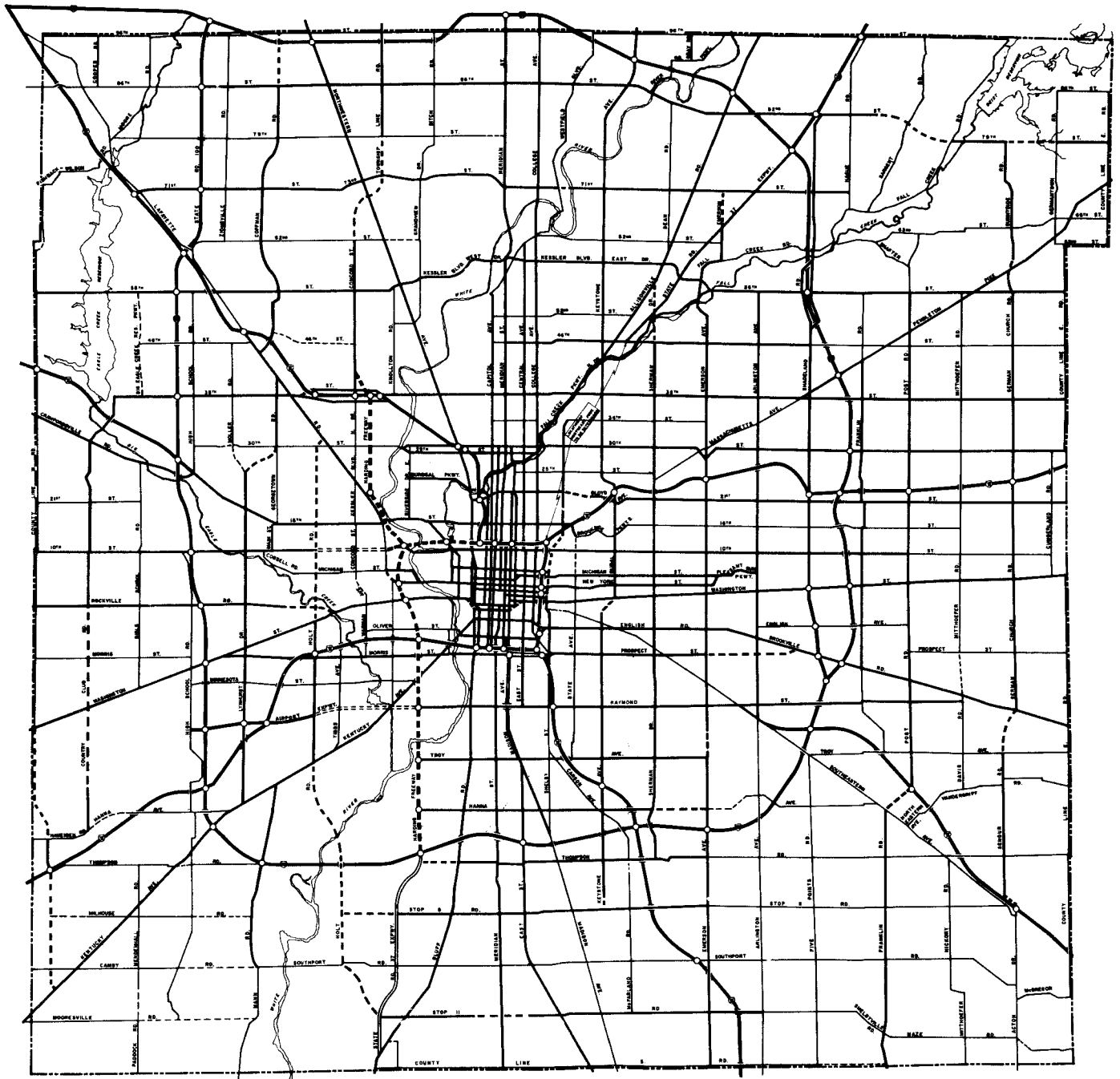


FIG. 9 TYPICAL SECTION - PRIMARY ARTERIAL



THOROUGHFARE PLAN FOR MARION COUNTY, INDIANA

	Existing	Proposed
Freeways		
Expressways		
Primary Thoroughfares		
Secondary Thoroughfares		

Source: Division of Planning and Zoning
"Thoroughfare Plan for Marion County,
Indiana" (Indianapolis, 1969)

DEPARTMENT OF METROPOLITAN DEVELOPMENT
DIVISION OF PLANNING AND ZONING
INDIANAPOLIS-MARION COUNTY, INDIANA APRIL, 1970



MAP
11

0 .75 1.5 3
SCALE MILES

FIG. 13 RECOMMENDED THOROUGHFARE STANDARDS

URBAN STREETS (ULTIMATE)

<u>Classification</u>	<u>Design Traffic (DHV-20)</u>	<u>Parking</u>	<u>Pavement Width (feet)</u>	<u>Median Width (feet)</u>	<u>Walk and Border (feet)</u>	<u>R.O.W. Width (feet)</u>
Primary Arterial- 6 Divided	2,100-3,300	None	2 @ 36	18	2 @ 15	120
Primary Arterial- 6 Undivided	2,100-3,000	None	72	None	2 @ 14	100
Primary Arterial- 4 Divided	1,000-2,200	None	2 @ 24	18	2 @ 17	100
Primary Arterial- 4 Undivided	1,000-2,000	None	48	None	2 @ 16	80
Primary OS-3	1,500-2,100	None	36	None	2 @ 17	70
Primary OS-4	2,000-2,800	None	48	None	2 @ 16	80
Primary OS-5	Over 2,500	None	60	None	2 @ 15	90
Secondary Arterial- 4 Divided	1,000-2,000	None	2 @ 24	18	2 @ 17	100
Secondary Arterial- 4 Undivided	1,000-2,000	None	48	None	2 @ 16	80
Secondary OS-3	1,500-2,100	None	36	None	2 @ 17	70
Collector Roadway (1)-4	900-2,000	None	44	None	2 @ 13	70
Local Street(1)-2	Less Than 1,000	Both Sides	34	None	2 @ 13	60

URBAN STREETS (INTERIM)

Primary Arterial	2,100-3,300	None	2 @ 33	6	2 @ 9	90
Primary Arterial- 4 Divided	1,000-2,200	None	2 @ 22	6	2 @ 10	70
Primary Arterial- 4 Undivided	1,000-2,200	None	44	None	2 @ 13	70
Primary OS-4	Over 2,000	None	44	None	2 @ 8	60
Secondary Arterial- 4 Divided	1,000-2,000	None	2 @ 22	4	2 @ 11	70
Secondary Arterial- 4 Undivided	1,000-2,000	None	44	None	2 @ 8	60
Secondary OS-3	1,500-2,100	None	33	None	2 @ 8	50
Collector Roadway-4	900-2,000	None	40	None	2 @ 10	60
Local Street-2	Less Than 1,000	Both Sides	34	None	2 @ 13	60

(1) Standards for these streets are closely related to the character of abutting land and may vary according to the land-use and the volume of traffic to be accommodated.

DHV: Design Hour Volume; OS: One-way Street.

Source: Division of Planning and Zoning, Thoroughfare Plan Report for Marion Co., Ind. (Indpls., 1969)

arterials for the entire urban area. They connect with the freeway system and with other primarily oriented in moving traffic rather than serving abutting land use. Rights-of-way may range to 120 feet wide. (Figure 9)

- **Secondary Arterial** - This classification includes other important surface streets which typically serve at a higher percentage for short trips than do primary arterials. They carry large volumes of traffic and are needed to complete the metropolitan pattern and provide route continuity. Right-of-way widths range up to 100 feet. (Figure 10)

- **Collectors** - These streets are primarily used to collect traffic from an area and move it to an arterial while at the same time substantial service to abutting land use. Though rights-of-way may be as wide as 70 feet, collectors should not have extensive continuity which might encourage their use.

The plan for Butler-Tarkington utilizes two types of collectors whose main difference is in their continuity of distance. Major collectors are designed to serve and connect various portions of a community, but should not be continuous outside of these areas. (Figure 11)

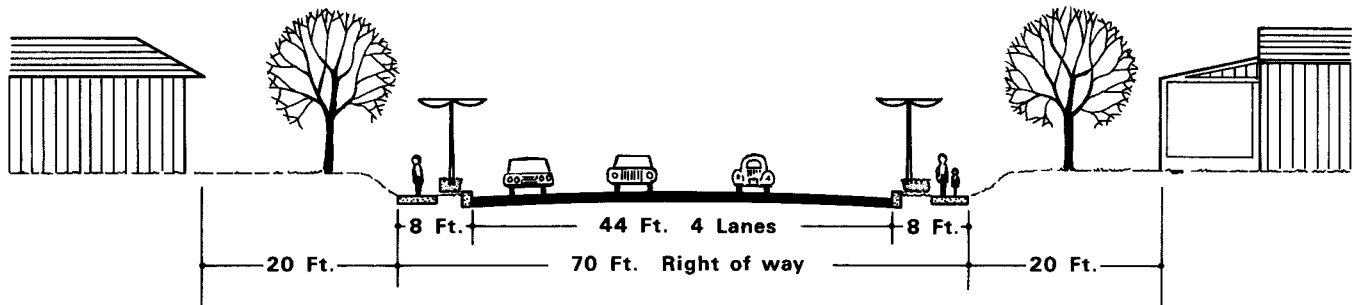


FIG. 10 **TYPICAL SECTION - SECONDARY ARTERIAL**

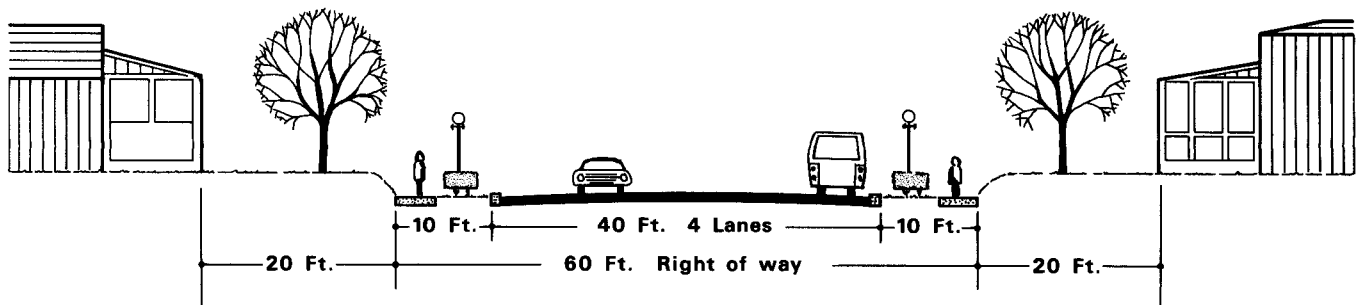


FIG. 11 **TYPICAL SECTION - MAJOR COLLECTOR**

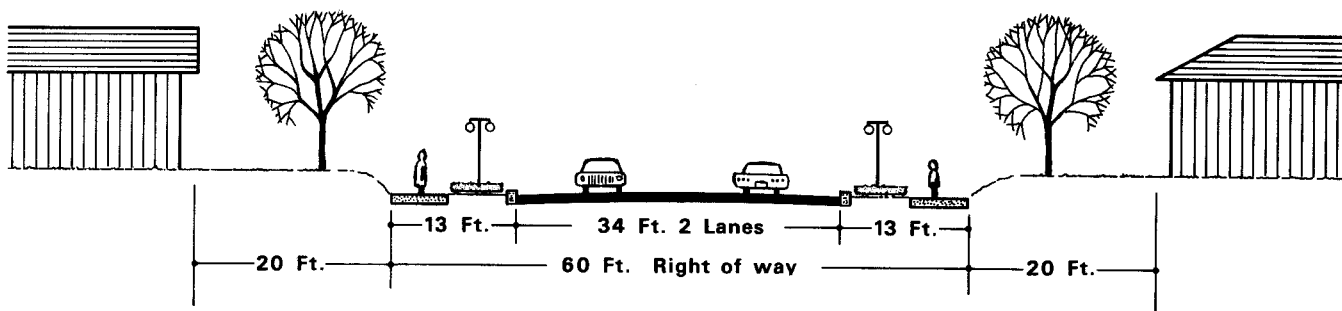


FIG. 12 TYPICAL SECTION - MINOR COLLECTOR

Minor collectors are shorter in length and do not traverse the entire distance of a community. They provide more service to abutting land uses and are intended to carry vehicles for only short distances. (Figure 12)

- Locals - These comprise the remaining surface streets and are primarily oriented to serve abutting land use. Non-related traffic should be discouraged on these streets.

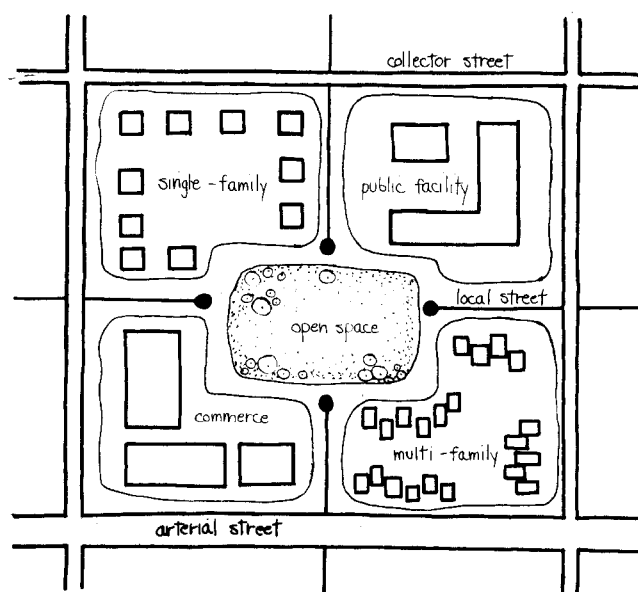
Two different sets of standards for street design were considered by the Indianapolis Regional Transportation and Development Study. Ultimate standards specify the most desirable street characteristics, whereas interim standards specify the minimum allowable design standards. The interim standards were applied only in cases where right-of-way costs were prohibitive or street widening would have a serious adverse impact on the adjacent neighborhood. (Figure 13).

PHYSICAL GUIDELINES FOR TRANSPORTATION

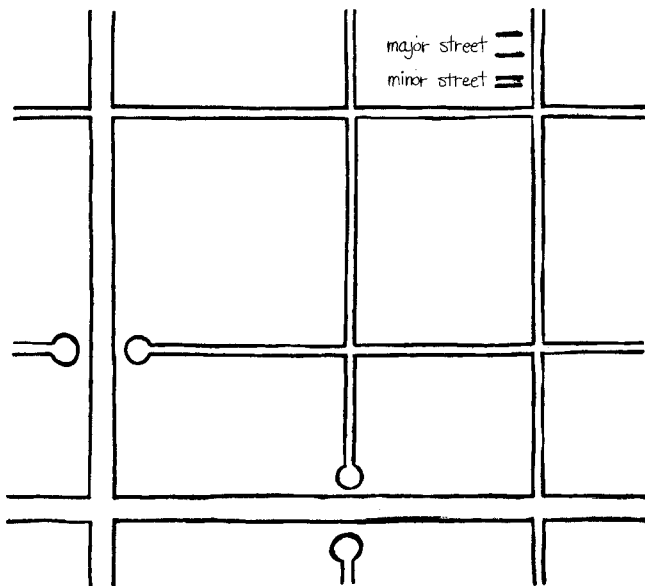
The following guidelines for development are presented in order to show the various methods of physical treatment which form the basis of planning land use in relation to transportation. The

actual plans will depend upon specific study of individual situations, but based upon the general guidelines presented below.

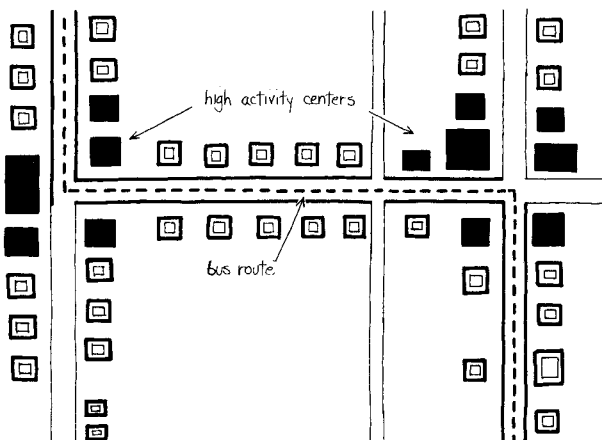
Ideally, the volume of traffic routes should be related to the density of land use in order to handle the amount of traffic generated by adjacent facilities. High density uses such as shopping centers need to be located near major streets in order to handle large numbers of vehicles. Low density housing, however, which does not require nearly this amount of accessibility can be located near local streets.



A system can thus be created in which vehicles are channeled from local streets which facilitate residentially-oriented traffic to higher volume thoroughfares which carry non-related traffic and increased distances.



While public transportation routes should be evenly distributed to offer maximum service to the subarea, they should also be coordinated with high-density population and activity areas to provide efficient service in relation to land use intensity, and to maintain a minimum walking distance to bus stops. The existing suburban bus



routes should be confined to arterial streets.

TREATMENT OF PARKING ALONG ARTERIAL STREETS

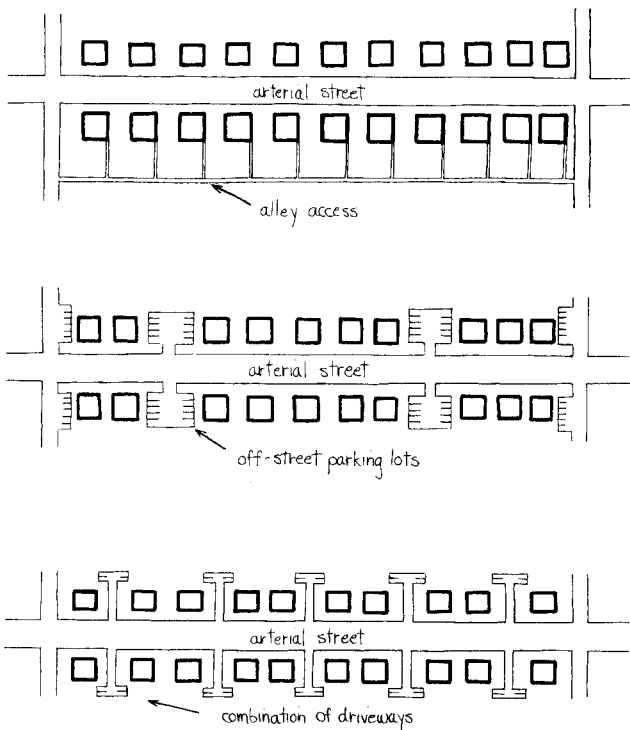
Standards related to urban streets require that all arterials prohibit street parking at all times. The Department of Transportation has also made a policy to work toward the eventual removal of parking from arterials. Butler-Tarkington representatives feel, however, that parking should remain along arterials, except during 4-6 p.m. at 56th and Illinois. If parking is prohibited at some date on any or all arterials in Butler-Tarkington, some suggestions are presented for location of off-street parking.

Most homes in the subarea have driveways, but methods of off-street parking may be sought to provide for extra cars, or to provide for those homes without individual access.

The number of driveways on an arterial street should be relatively limited, since this type street is intended primarily to move traffic. Also, it is both dangerous and illegal for a motorist to back onto a street, as it usually results in vehicular conflict. There are several ways to decrease the conflict between moving vehicles and those entering an arterial. Improvement of existing alleys near arterials can provide space for auto parking. The creation of new alleys for this purpose may also be considered. In this manner, conflict may be reduced by allowing vehicles to enter only at street intersections.

Most homes without alleys are accessible by individual driveways. In cases where no access exists, or where additional parking space is needed, off-street parking lots may be provided within residential blocks. Parking lots may be developed on vacant parcels, on

those where substandard buildings are demolished, or where sound structures are acquired for this purpose. Parking lots may also be placed near local side streets. In blocks which have houses on all sides, one large parking lot may be placed in the center of the block. Nevertheless, while parking lots present an alternative to vehicle storage on street rights-of-way, they do not provide access to each individual dwelling.



Other treatment methods may be used to reduce the conflict between moving traffic and adjacent residents. The provision of driveway turn-arounds eliminates the necessity to back onto a street. The consolidation of driveways to serve every two houses instead of each one can decrease the number of access points and requires less space than do separate driveways.

SEPARATION OF ARTERIALS FROM ADJOINING LAND

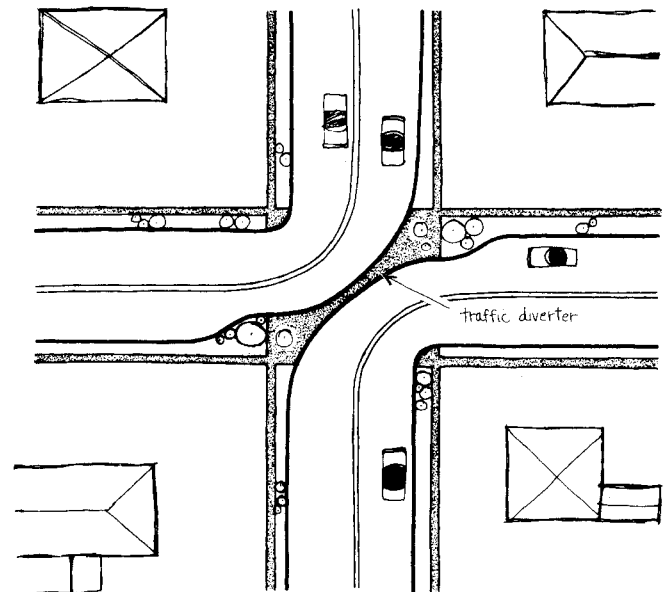
Many sidewalks along existing arterials presently abut the streets and provide

no separation between pedestrians and autos. During any street reconstruction, these sidewalks will be reconstructed with a border between sidewalks and streets. Widths of walk and border for each type of street are shown in the Recommended Thoroughfare Standards.

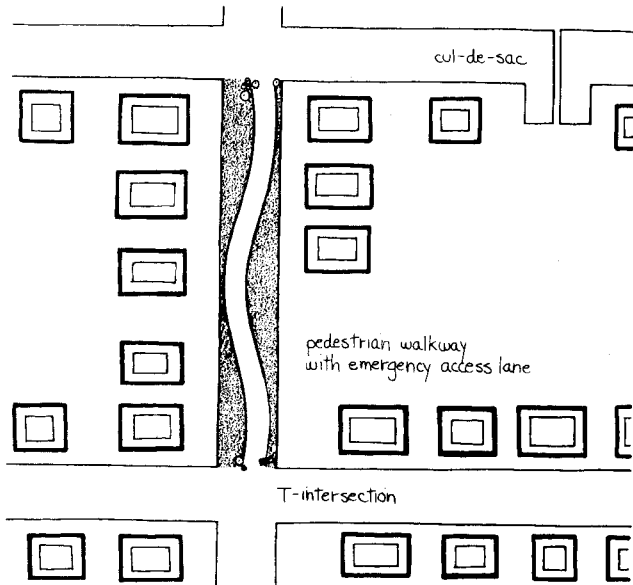
The border can be planted with shrubbery to further buffer the two uses. Additional separation and protection can be provided with the construction of higher curbs.

METHODS FOR LOCALIZING STREETS

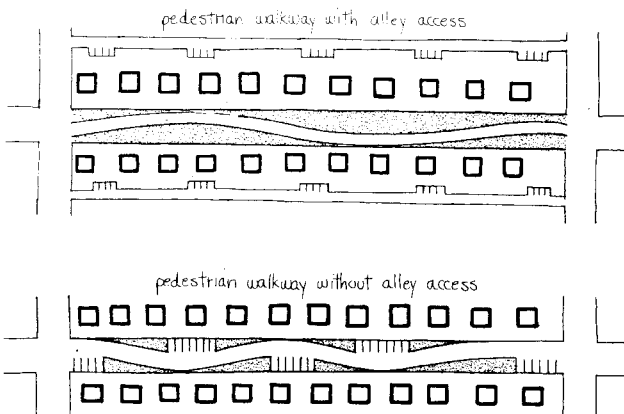
A major objective of the subarea plan is to make local streets safer for residential activity, and there are several techniques which can be used to accomplish this by diverting traffic from local streets. One method is by the use of diagonal barriers, constructed at local intersections, which re-route traffic onto collectors or arterials and thus prevent cars from traveling long distances on local streets.



Other methods are (1) T-intersections, which reduce the number of conflict points for autos, (2) pedestrian walkways, and (3) cul-de-sacs.



Additional ways to treat local streets involve the allowance of more space for pedestrian use and less for vehicular use. A complete system of pedestrian walkways is described in the plan. Local streets may be designed either for exclusive use as a pedestrian walkway or in conjunction with vehicular movement. Local streets may (1) remain completely paved with small blockades at entrances, (2) be partially planted for small central playlots, or (3) the sidewalk border may be widened. Regardless of the method used, a lane for access of emergency vehicles must be retained, and any barriers must be temporary or accessible to emergency vehicles. In cases where alleys are used for auto access and parking, the alleys



need to be widened for passing vehicles and parking space. Specific treatment for local streets must be decided on at a later date pending individual block studies to determine the best treatment for each area. The alternative selected in each case will depend upon several factors, such as improvement cost, existing physical characteristics, and resident desires.

PLANNED IMPROVEMENTS

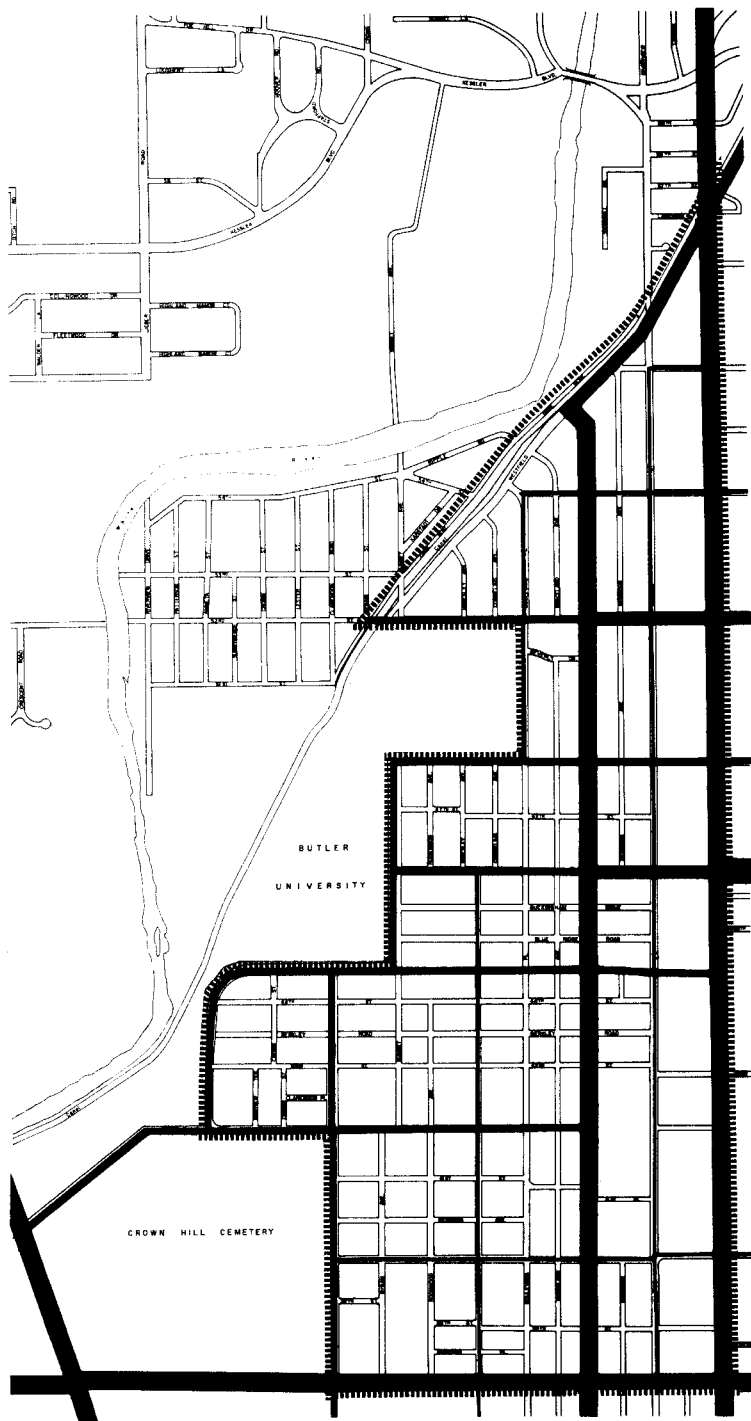
In the Thoroughfare Plan for Marion County, only the section of Meridian Street from 52nd to 38th Street is scheduled for improvement before 1985. All other streets proposed by IRTADS have been given no priority and are not scheduled for any change before 1985. No physical modifications will occur on these streets until such time as the Department of Transportation determines that they are in need of reconstruction and not merely resurfacing. Recommendations for transportation routes in Butler-Tarkington by the Division of Planning and Zoning are presented in the following section. Map 12 illustrates the transportation plan. (It should be noted that the residents do not advocate the designation of Capitol Avenue as the only north-south arterial in the subarea.)

Figure 14 illustrates recommended standards from the Thoroughfare Plan for Marion County as they apply to streets in Butler-Tarkington.

• PRIMARY ARTERIALS

Streets designated as primary arterials in the Thoroughfare Plan for Marion County are as follows:

Meridian Street (4 lanes) - median strip from Westfield to 52nd and widening from 52nd to 38th Street.



BUTLER - TARKINGTON

TRAFFIC NETWORK PLAN

Arterial

Primary

Secondary

Collector

Major

Minor

DEPARTMENT OF METROPOLITAN DEVELOPMENT
DIVISION OF PLANNING AND ZONING
INDIANAPOLIS-MARION COUNTY, INDIANA APRIL, 1970



MAP
12

0 500 1000 2000 4000
SCALE FEET

FIG. 14 IMPROVEMENTS AND PRIORITIES FROM THE MARION COUNTY THOROUGHFARE PLAN

<u>STREET AND SECTION</u>	EXISTING		<u>R.O.W.</u>	<u>PAVE- MENT</u>	<u>SECTION REF.*</u>	<u>PRIORITY</u>
	<u>R.O.W.</u>	<u>PAVE- MENT</u>				
<u>PRIMARY ARTERIALS</u>						
CAPITOL AVENUE						
Westfield-46th	60	36	70	44	A	--
46th-38th	60	40	70	44	A	--
MERIDIAN STREET						
Westfield-52nd	70	50	100	24-24	D	--
52nd-38th	70	36	70	44	F	A-2
38TH STREET						
Northwestern- Boulevard	--	36-36	120	36-36	G	--
Boulevard- Meridian	98	36-36	120	36-36	G	--
<u>SECONDARY ARTERIALS</u>						
46TH STREET						
Capitol-Illinois	55	24	60	44	A	--
Illinois-Meridian	50	24	60	44	A	--
52ND STREET						
Capitol-Meridian	50	30	80	48	A	--
WESTFIELD BOULEVARD						
Meridian-Capitol	100	21	100	44	F	C

***SECTION REFERENCE EXPLANATION**

- A - existing road; reconstruction as needed; preserve R.O.W.
- D - existing road; no construction; preserve R.O.W.
- F - existing road; construction required; adequate R.O.W. available.
- G - existing road; leave as is.

Source: Division of Planning and Zoning, Thoroughfare Plan for Marion County, Indiana (Indianapolis, Sept., 1969).

38th Street (6 lanes) - no further pavement widening.

Capitol Avenue (4 lanes) - designated as the main north-south traffic route within Butler-Tarkington by the Thoroughfare Plan for Marion County.

• SECONDARY ARTERIALS

Streets designated as secondary arterials in the Thoroughfare Plan for Marion County are as follows:

52nd Street (4 lanes) - pavement widening from two lanes from Capitol to Meridian.

46th Street (4 lanes) - widening from two lanes from Capitol to Meridian.

The proposal which generated disagreement between the Division of Planning and Zoning and BTNA residents concerned the Marion County Thoroughfare Plan designating Capitol Avenue as the sole north-south arterial street in Butler-Tarkington. The standards called for widening Capitol from Westfield Boulevard to 46th Street from 36 to 44 feet, and from 46th Street to 38th Street from 40 to 44 feet. Provisions would be made to eventually prohibit on-street parking, and maintain a four-lane two-way traffic flow through the subarea.

The Division of Planning and Zoning believed that combining non-related traffic from Illinois and Boulevard onto Capitol would increase the livability of the neighborhood by removing all non-related traffic from two of the three existing continuous north-south streets in the neighborhood. The Division felt that management of fewer routes could be more efficient than maintaining several major streets, and that east-west movement could be better facilitated with fewer north-south streets to cross.

"The proposal, however, generated substantial hostility within the neighborhood and was rejected by BTNA for the reasons that the traffic burden of such a plan, together with the projected widening of the street, would impose hardships on Capitol Avenue residents which would far outweigh the advantages of the Thoroughfare Plan proposal. BTNA generally felt that the responsibility for non-related traffic in the area should be shared by inhabitants on existing continuous streets, rather than concentrated on the residents of one such street.

The neighborhood residents expressed opposition to any possibility of designation of Capitol and Illinois as a "one-way pair" for the reason that such a system would only encourage the use of those streets by motorists passing through the area.

Subsequently, modifications such as traffic signals and prohibition of all on-street parking were opposed by the neighborhood, as these changes would tend to increase the traffic flow, and hence the number of vehicles traveling on these streets.

The neighborhood association strongly supports the development of Northwestern Avenue as a four-lane arterial from State Highway 100 to I-65. This modification is a part of the Marion County Thoroughfare Plan, but the neighborhood recommended that it be given a higher priority. This improvement would facilitate much of the traffic from part of northwestern Indianapolis, which now travels through Butler-Tarkington.

The neighborhood association also recommends parking and left turning restrictions between 4 and 6 o'clock p.m. on Illinois Street between 56th and Westfield Boulevard.

BTNA agreed with the Division in suggesting possible vacation of 56th Street between Kenwood and Illinois for additional commercial-oriented parking."

The issue of north-south non-related traffic was discussed at a majority of meetings between BTNA and the Division of Planning and Zoning. The Division of Planning and Zoning feels that it should not force modifications upon unwilling neighborhoods, but that it should advise the subarea on methods which it believes will improve the viability of both the subarea and the urban complex of which it is a part. BTNA, however, believes that the plan for north-south traffic is not in their best interest and that non-related traffic can be adequately facilitated on existing streets in the subarea. The subarea plan (which is a final consensus of the Division and BTNA) recommends that no physical modification of Capitol, 46th, or 52nd Street be implemented without the support of BTNA.

• **MAJOR COLLECTORS**

Due to configuration of the subarea, most major collectors are not always continuous along a straight course, but instead form a perimeter around Butler University. The following streets are designated as collectors:

- Clarendon Road from 38th to Hampton
- Haughey Avenue from 42nd to Hampton
- Sunset Avenue from Hampton to 49th
- 42nd Street from Northwestern to Capitol
- 46th Street from Sunset to Capitol
- 49th Street from Sunset to Meridian
- 52nd Street from Westfield to Capitol

• **MINOR COLLECTORS**

All minor collectors in Butler-Tarkington are used to support the system of major collectors.

They move traffic to larger streets as well as serve residential land use, and differ from local streets only in their additional continuity. Minor collectors designated in Butler-Tarkington are shown below:

- Boulevard Place from 49th to 54th
- Illinois Street from 40th to 56th
- Cornelius Avenue from 38th to 46th
- 40th Street from Clarendon to Meridian
- 54th Street from Boulevard to Meridian

No proposals are recommended at this time to modify collector streets. Although the Recommended Thoroughfare Standards specify certain standards for collector streets, these standards need not be met until an improvement is necessary to meet the traffic volume.

• **LOCALS**

All other streets in the subarea may be retained as locals by discouraging vehicular travel for more than a few blocks. Methods of retaining local streets, presented in the previous section on physical development guidelines, will keep non-related traffic off these streets. Streets which are designated as local should be stopped at entrances into the neighborhood to assure that all traffic using these local streets is generated from within the subarea.

Other improvements to local streets include:

- The intersection of Kenwood and Westfield is recommended to be moved southwest of its present location to accommodate more usable space for apartments.

- Graceland Avenue is proposed to terminate north of School No. 86 with access to Capitol Avenue due to proposed school expansion.

STREET IMPROVEMENT SCHEDULE

Street resurfacing is scheduled by the Department of Transportation for all major thoroughfares in Indianapolis and is to occur by 1980. It is recommended that major street improvements not be carried out on streets which will not be used as major traffic carriers (Figure 15).

PUBLIC TRANSPORTATION

Proposals for future public transit in the metropolitan area were made by the Indianapolis Regional Transportation and Development Study. Studied were various types of bus routes, including special expressway lanes for buses and park-and-ride facilities. No fixed transit system is anticipated in the 1985 plan, but experiments with combination fixed and freeroute vehicles

have been conducted in Indianapolis.

The transit plan for Butler-Tarkington, like the thoroughfare plan, is related to a metropolitan system. The elements of the metropolitan plan near Butler-Tarkington include the north-south Monon Line near College Avenue. The Northwestern Freeway Line, which runs south of Butler-Tarkington, has no stops near the subarea.

Butler-Tarkington does not rely on public transit to the extent of neighborhoods which are closer to the city center. Because the average income is above the county average, a considerable proportion of residents can afford to drive autos to work, to shop and to reach entertainment facilities.

Local bus service is now adequate to serve the subarea, for each route is within the quarter-mile walking distance from all residents and has a travel time to downtown of 20-30 minutes. Map 13 relates to transit service in Butler-Tarkington. Suburban bus companies presently use north-south streets which are recommended for local. These routes may be changed to arterials for easier movement.

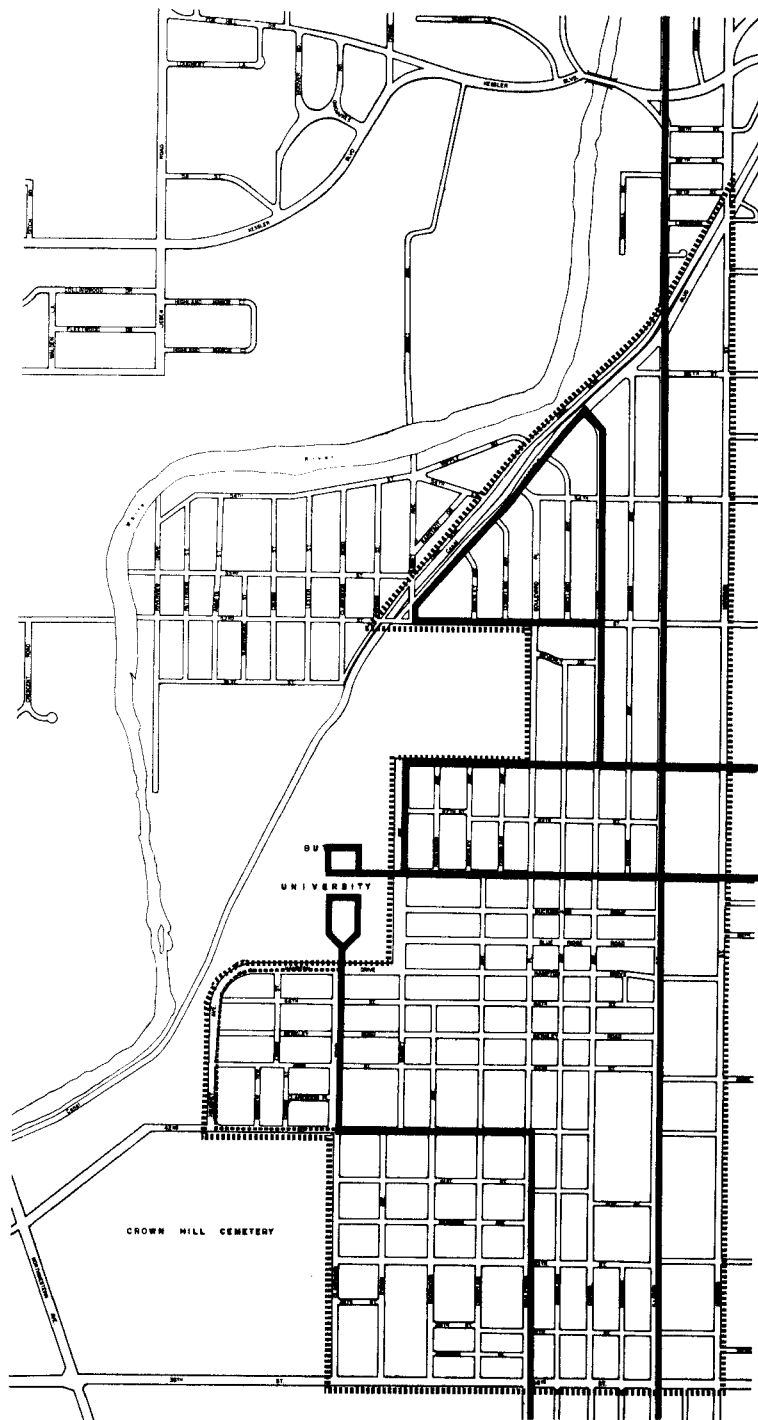
FIG. 15 STREET MAINTENANCE SCHEDULE

<u>STREET</u>	<u>FROM</u>	<u>TO</u>	<u>IMPROVEMENT</u>	<u>DATE</u>
Westfield Boulevard	Cornelius	52nd	RES.	1972
Westfield Boulevard	Illinois	Graceland	H.P.	1973
Boulevard Place	46th	43rd	RES.	1973
52nd Street	Boulevard	Capitol	H.P.	1978
52nd Street	Capitol	Meridian	H.P.	1978
Boulevard Place	52nd	49th	H.P.	1978
Boulevard Place	42nd	--	H.P.	1978
Westfield Boulevard	Graceland	Cornelius	H.P.	1980
Boulevard Place	49th	46th	H.P.	1980

H.P. - Heater-Planer resurface with 3/4" asphalt overlay.

RES. - Resurface with 3" asphalt overlay.

Source: Indianapolis City Engineering Department, Summary of Recommended Street Improvement Program on Official Thoroughfares of Indianapolis (Indianapolis, 1968).



BUTLER - TARKINGTON

TRANSIT ROUTES

Indianapolis Transit
System Routes

— Existing

- - - - - Proposed Extension

Source: Existing route data from The
Indianapolis Transit System and The
Indianapolis Regional Transportation
and Development Study

DEPARTMENT OF METROPOLITAN DEVELOPMENT
DIVISION OF PLANNING AND ZONING
INDIANAPOLIS-MARION COUNTY, INDIANA APRIL, 1970



MAP
13

0 500 1000 2000 4000
SCALE FEET

CHAPTER 7

HOUSING

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TREATMENT FOR EXISTING RESIDENTIAL AREAS	67
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NEW DEVELOPMENT	69
DENSITY OF NEW UNITS	69
PHYSICAL DEVELOPMENT GUIDELINES	70
PLAN FOR NEW RESIDENCES	71

Housing represents the largest use of land in Butler-Tarkington since 68% of the land is utilized for this function, as compared to 49% for the county. A study of the major housing characteristics is necessary in order to realize the amount of deficiencies and the scope of the problem.

EXISTING RESIDENTIAL CHARACTERISTICS

Most homes in the subarea are two or three-stories, with a smaller proportion of one-story dwellings. Housing choice in Butler-Tarkington is relatively limited, since most homes are single-family dwellings. A number of structures in the southern portion were constructed as two-family dwellings before the first zoning ordinance allowed them only on corner lots south of 42nd Street in Butler-Tarkington. Most homes which were converted from one to two-family dwellings appear in the southern portion where structures are generally larger and older than elsewhere in the subarea. The few apartments existing in the subarea consist largely of newly constructed garden apartments. These are located near the canal and a high-rise apartment structure is situated at 40th and Meridian Street. Other apartments which were converted from single-family dwellings exist in the southern portion.

Single family units in the subarea have a net density of 5.5 units per acre, while the average density of all dwellings in Butler-Tarkington is 5.8 units per acre.

Another phase of this study covered the physical, social, and economic conditions of the subarea, indicating problems with residential land use in the subarea. The major housing problems in Butler-Tarkington are presented below.

- 1) Dwelling Conditions have been deteriorating during the last

decade. Many structural and economic aspects of housing continue to cause problems for the neighborhood. These problems are quite complex and each ultimately affects all other housing problems.

- 2) Most problems have been affecting the southern portion of the neighborhood. For several reasons, this portion of the subarea has been declining in structural conditions, while the central and northern sectors have shown a much lesser degree of deterioration. Problems which have influenced the southern part in particular put the entire subarea in jeopardy. Action by the neighborhood association is therefore necessary to combat this situation.

- 3) Old housing in the south has been one cause of deterioration in the neighborhood. Since about 35% of the units in the south are more than 50 years old, they become more expensive to maintain each year than new homes. Their age generally leads to a lowered value of the homes over the years. Moderate income families who desire a home in this area may buy, but often cannot afford to maintain the structure.

- 4) Conversion of one to two-family dwellings has created problems. Some families who have faced difficulty in maintaining their homes, have turned to renting part of the house to other persons to help with expenses.

These converted homes are in violation of the zoning ordinance (unless on corner lots below 42nd Street or converted by variance) and may be against building code and safety regulations. This unlimited housing conversion perpetuates, rather than solves, problems of over-

crowding homes, schools, and local streets, which were intended to serve fewer residents.

- 5) Increased overcrowding of public facilities. More families moving into converted homes force more people to depend upon land uses than was originally intended. With no modification of existing public facilities a burden is placed on their efficiency.
- 6) Average socio-economic characteristics in the southern portion of the area are declining. The new residents who cannot afford or don't know how to maintain a home have a definite affect on housing conditions in the area. These deficient conditions fail to attract and keep middle-income families in Butler-Tarkington.
- 7) There is a lack of housing types from which to choose. A large proportion of the homes are owner-occupied, and most rental units are two-family units or converted homes. A demand for quality multi-family units is apparent in the area. Several types of multi-family housing including rentals or cooperative units are needed to balance the housing choice within the subarea.

OBJECTIVES FOR RESIDENTIAL LAND USE

Objectives for the future planning of housing in Butler-Tarkington were formulated within the central goals and objectives to:

- Establish and maintain a residential pattern of racial integration.
- Improve deteriorating portions of the area.
- Provide diversity in housing types for a wider range of choice to meet

the demand.

- Establish proximity between residents and public facilities.
- Relate intensity of housing to accessibility provided by surrounding streets.
- Protect residential areas from harmful effects of noise, pollution and safety hazards.

From a metropolitan standpoint, Butler-Tarkington will continue to serve as a residential area as indicated by the Comprehensive General Land Use Plan for Marion County. The future residential density pattern in Butler-Tarkington is expected to remain nearly the same as it now exists, according to the General Land Use Plan. It is typified by higher density, predominantly single-family, in the south, medium density throughout most of the remaining area, and low-density along the eastern boundary. The various densities will be explained more fully in a later section of this plan.

The rehabilitation of existing homes and the prevention of further deterioration is the most important consideration in the housing plan. Another concern involves the development of new housing types in the subarea and the creation of a heterogeneous housing supply. Continuing efforts by BTNA will be needed to assure continued racial integration of the subarea.

TREATMENT FOR EXISTING RESIDENTIAL AREAS

Structural conditions are currently rated by the Division of Planning and Zoning as sound and unsound. Sound structures are buildings which do not require any repairs other than those encountered in normal maintenance (for example peeling paint over a small area, few cracked window panes).

Unsound refers to structures which do require repairs other than normal maintenance. Unsound structures are classified in various types:

- Minor Deterioration refers to structures which require minor repairs in a major building component (roof, bearing walls, or foundation) or several minor defects in secondary components (chimney, stairs, window and door frames, for example). Examples of minor deterioration in a primary component are very slightly sagging roof, very slightly bulging walls, slightly cracked or missing material over a small area. Examples of minor deterioration in a secondary component are broken or missing hardware, excessive wear or weathering, inoperable accessories.
- Major Deterioration refers to structures which contain a major defect in one primary component (walls out of plumb, severe sagging or bulging, large cracks or missing material in walls) or major defects in several secondary components (warped, rotted, or missing windows, doors or stairs).
- Substandard refers to structures which contain major defects in two or more primary components or a major defect in one primary component and in numerous secondary components.

In treating residential areas, two basic approaches may be used. The first is a matter of conservation and is used in those cases in which there is only a light degree of deterioration. The second, a matter of Urban Renewal, is applicable to those residential areas in which structural and environmental problems are more acute. For the most part, the conditions in Butler-Tarkington do not warrant the latter treatment.

Conservation or code enforcement treatment involves the preservation of predominantly built-up areas in "good" condition.

Areas in this category are generally within existing requirements of density and facility standards, but do require a form of systematic, continuing code enforcement. Adequate and well-maintained public improvements may also be needed to stabilize the area and encourage private investment. General clean-up, paint-up and fix-up activities characterize the type of housing treatment needed.

Since only 4% of the homes north of 43rd Street are considered unsound, there is no need for large scale rehabilitation here. Preventative measures on a neighborhood level currently used by the Conservation Committee of BTNA can be continued to maintain the northern area. More than 20% of the units south of 43rd Street are presently in need of repair (most deficiencies are only minor).

Residential units in this portion are in need of attention by metropolitan agencies as well as the neighborhood association. Rehabilitation of this segment is crucial to the interests of both the subarea and the metropolitan area.

It is recommended that code and zoning inspections be initiated throughout the entire section of Butler-Tarkington below 43rd Street. Homes in the remaining portion of Butler-Tarkington should be kept under surveillance by BTNA and inspected where necessary.

All types of inspection (Health, Building, Fire, and Zoning) should be included within a single inspection period. This procedure would increase the efficiency of the inspection operation and would serve to better coordinate the efforts of each improvement program.

Structural repairs are recommended for unsound units in Butler-Tarkington as well as the upgrading and maintenance of all physical elements (landscape, streets, sidewalks, etc.). Efforts should be immediately applied in the southern area, where physical conditions are most detrimental to neighborhood stability. Physical improvement must be coordinated with social programs in the area. These programs can be initiated on a local level with involvement of all concerned groups.

REHABILITATION

The Division of Planning and Zoning is presently considering the area in Butler-Tarkington which is south of 43rd Street for a federally-assisted code enforcement program to aid in rehabilitation. The aspects of this program and Butler-Tarkington's approach to code enforcement will be discussed in the implementation section of this report.

In addition to physical rehabilitation, concurrent social programs must be followed. Local organizations can formulate common policies for social work. Social researchers can discover specific resident needs, then apply them directly to social programs. In addition, school curricula, local social and financial services, and special educational programs (such as the existing Lighted School Program) may be recommended by institutional advisors.

Improvements of social and physical conditions of the existing residential environment in Butler-Tarkington will affect the potential for attracting new middle-income residents to the area. These programs should be assigned a first priority if they are to be implemented before the problem becomes critical.

NEW DEVELOPMENT

Residential density plans for the future will be based on accepted concepts for residential development. One guiding concept states that residential density should be highest near major activity centers and in areas near large thoroughfares, so as to assure adequate facilities for the larger concentration of residents.

In most areas, future residential densities will remain nearly the same as they presently exist. A basic policy for designation of densities is that, while a relatively small proportion of the neighborhood will be used for higher density apartments, Butler-Tarkington will be maintained as a predominantly single-family neighborhood.

Apartments, or rental units, are well suited to the needs of those people who prefer to live in the area but wish to do so without the responsibility of owning and maintaining a home.

Current housing trends and projected forecasts seem to indicate that the demand for rental units comes predominantly from white families, and that the Negro families more often are seeking ownership, not rental, of their housing. If such is the case, then it is expected that this area will attract more white than Negro families into middle-income multi-family units.

DENSITY OF NEW UNITS

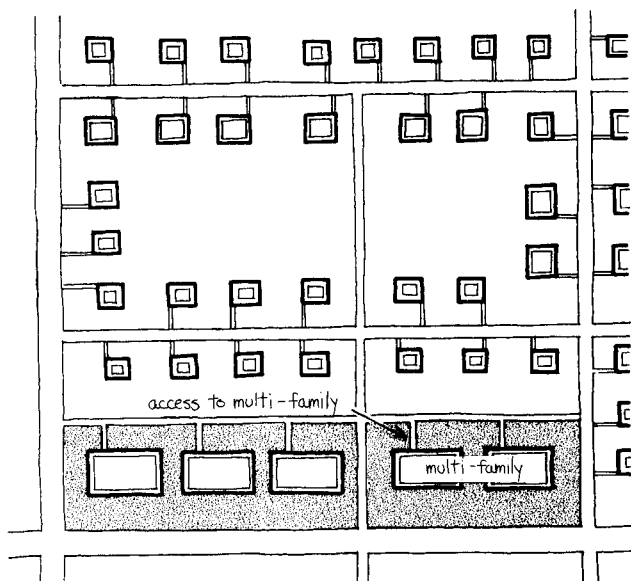
New units to be included within the plan must be limited to density and appearance which is compatible to the existing residential character. Housing types from the lowest to highest density relate to the following: single-family cluster, two-family, town or row houses, garden apartments, medium rise, and high rise.

No housing types in the highest category are proposed, as such a high residential density is opposed by the existing residents for reasons of aesthetic incompatibility with existing residences and the strain they place on local public facilities. This absence of high rise residences in Butler-Tarkington does not conflict with the General Land Use Plan.

New rental units, however, are demanded in the area, and multi-family units are economically more feasible than single-family rental units. New dwellings in the neighborhood, then, should be of the townhouse or walk-up garden apartment type, ranging from about 12-20 units per net acre.

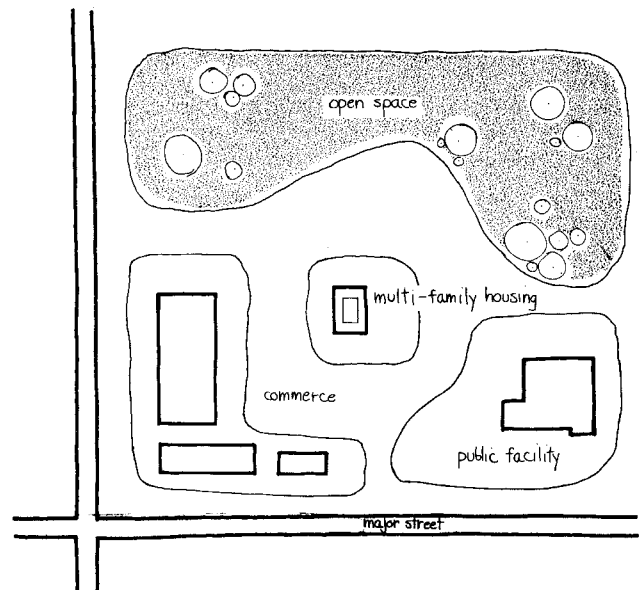
PHYSICAL DEVELOPMENT GUIDELINES

The locations of these structures, their relation to traffic routes and their proximity to public facilities are crucial factors in neighborhood operations. Equally important in the development of new structures within the existing neighborhood are aesthetic considerations of existing residents. The following guidelines determine location and treatment of multi-family dwellings.



New apartment structures can be developed near public areas and shopping centers, thus providing a variety of services most easily accessible to the largest group of people. The location of apartments near major streets would provide easy access and egress to a large number of residents per building. Vehicular access to dwellings, however, should not present an obstacle to passing traffic; a minimal amount of driveways is mandatory for efficient traffic flow.

It must be remembered that, although proximity to various public facilities is desirable, these and all residential units should be buffered from direct conflict with major traffic arteries, commercial centers and noisy play areas.



The D-6-2 zone is recommended for multi-family development in Butler-Tarkington. This district is intended principally for low density multi-family use, and as such marks a transition between high intensity and low intensity uses. Proximity to major thoroughfares, sewers, school and park facilities is needed for this district. One alternative to the construction of new apartments is that existing structures may be legally converted into

apartment units under apartment zoning. Many of the older large houses lend themselves to this treatment. By joining two close buildings, facilities such as common stairways may be utilized. Other such innovations may be used to form a multi-family complex from separate existing homes.

PLAN FOR NEW RESIDENCES

The ultimate plan for new residential units allots land for some 750 new units, accounting for 5.2% of the total population.

Location of new units has been specified in Map 14, which shows recommended densities for the ultimate plan. Most areas retain the existing residential densities to a large degree with changes occurring as a result of only new construction.

The addition of apartments on Meridian Street is not recommended for the reason that the homes along Meridian Street form a unique part of the city which is impossible to re-create. The concern for preservation of the use along Meridian Street was reflected in a Metropolitan Development Commission's Policy Resolution. This resolved that "Meridian Street from 40th Street to 85th Street be maintained as an area of single family residences, and that all future development preserve the same general character."¹⁹

Student housing facilities have been proposed by Butler University in the future along Sunset Avenue, and although the entire area along Sunset is not included in the plan, five acres are to be allotted for future student housing.

Also included in the plan for new residences have been the proposals of the Christian Theological Seminary for a student housing complex at 42nd and Clarendon.

Other locations for multi-family units include the portion along 38th Street, around 42nd and Boulevard, near Butler University, between 46th and 49th, and at Westfield Boulevard. The present commercial center at 40th and Boulevard has also been recommended for future use as multi-family development.

DIRECTIVES FOR DEVELOPMENT

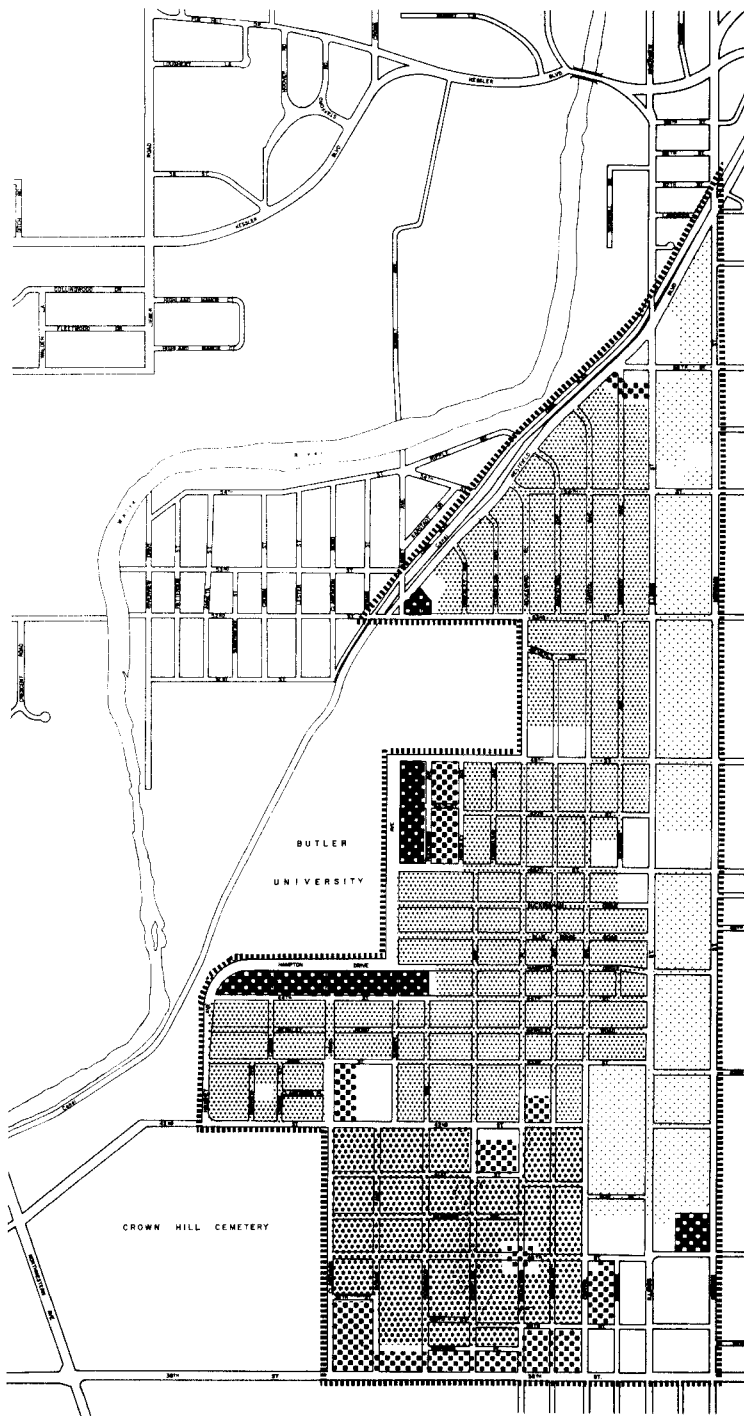
To determine methods of effectuating various proposals dealing with housing, consideration must be given to the treatment of new residential development.

The cost of land for apartments is dependent upon several factors:

- Proximity to activity centers and major streets which provide convenient access
- Availability of land for development
- Character of the site and surrounding development, and
- Quality and rental value of apartments to be built.

It seems probable that land near 38th Street will be in demand for a higher intensity use before land in the northern portion of the subarea. Most homes in sound condition (such as those along 38th between Cornelius and Rookwood) will likely remain as single-family for the longest period. The age of existing houses in the south generally reduces their purchasing cost below that of houses farther north in the neighborhood.

Land in the central and northern portions of the area is more costly because of the newer and more expensive houses that now exist there. New apartments for this area must either be developed at a much later date to avoid present high land costs, or they must draw increased rents to cover



BUTLER - TARKINGTON

RESIDENTIAL DENSITY PLAN

Dwelling Units Per Acre
Single-Family (existing)

Under 5

5-10

10 and above

Multi-Family

12-24

25 and above

DEPARTMENT OF METROPOLITAN DEVELOPMENT
DIVISION OF PLANNING AND ZONING
INDIANAPOLIS-MARION COUNTY, INDIANA APRIL, 1970



MAP
14

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SCALE FEET

added expense of land purchase. The recommended site for apartments between 46th and 49th tend to contain lower-valued homes than does the immediately surrounding area. The units, however, are more costly than those in the south and will probably be developed at a later date.

To assure the fulfillment of desirable features in new multi-family dwellings, the Long-Range Planning Committee of BTNA has formulated a policy to the effect that all requests for rezoning not submitted with complete preliminary plans will be automatically denied and will be faced with the opposition of

remonstrators at public hearings. Under present law, petitioners for rezonings are not required to submit plans to the Development Commission with their request.

A BTNA architectural review board is being initiated to study proposed plans and make suggestions to developers based on compatibility with the neighborhood. These attempts by the neighborhood to facilitate new development yet maintain physical compatibility with existing development must continue to be met by commensurate zoning and variance decisions and actions of public agencies.

CHAPTER 8 COMMERCE

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EXISTING CONDITIONS

A total of 12.6 acres (1.4% of all acreage) is now developed as commercial use in Butler-Tarkington. This is slightly less in proportion than that of the county average which is 2%. This is an indication that most stores in Butler-Tarkington are established firms which have been in the area for a considerable time.

Several types of shopping areas exist, all of which bear considerable influence on Butler-Tarkington. In the following categories, examples of each are given:

- Central Business District. This center, usually the largest in the city, handles a complete array of merchandise and often has influence over the largest area as is the case in downtown Indianapolis.
- Regional Center. This type of planned center usually containing from 50 to 100 stores, offers complete one-stop shopping. Glendale and Lafayette Square are examples of this type as located near Butler-Tarkington.
- Community Center. This type of center, carrying convenience goods and merchandise assortments, is confined to the most popular goods and prices and offers a relatively limited choice. Broad Ripple Village and the center at 38th and Illinois are representative of this type center.
- Neighborhood Cluster. The neighborhood cluster, generally frequented by a larger proportion of pedestrian traffic, typically offers goods and services to short-term shoppers who come as a matter of convenience. Numerous stores on College Avenue, east of Butler-Tarkington, and the three centers in the neighborhood (at 56th and Illinois, 42nd

and Boulevard, and 40th and Boulevard) represent neighborhood clusters.

Each shopping center type serves a different segment of population, with the CBD serving the most and the neighborhood cluster relying on the least amount of people for its operation. Each type center has an area of influence equal to the size of population it serves and to the amount of money the buyer has to spend on consumer goods, as related to facilities within the center. The size of such a trade area varies according to several factors, including the size and number of retail centers in its vicinity, population density, and physical obstacles, such as rivers or major topographical features.

Butler-Tarkington is surrounded by many shopping centers, all of which have trading areas extending into the neighborhood. Based on Donaldson's Retailing Management,²⁰ the shopping centers around the Butler-Tarkington vicinity have trading areas as follows: Regional Center -- 8 miles radius, Community Center -- 4 miles radius, and the neighborhood center -- 1 mile radius.

CURRENT PROBLEMS

Problems in commerce which arise for Butler-Tarkington are a result of both competition among trading centers and physical relation to the residential neighborhood. The following are examples of such problems:

1. Overlapping trade areas from centers outside the subarea. This occurs when trade areas of many shopping centers cover the subarea. All the shopping areas which were mentioned previously are within easy access of those in Butler-Tarkington, and the addition of new regional shopping facilities threatens stores in the subarea.

This problem points out the competitive situation of all retail establishments in Butler-Tarkington.

2. Overlapping trade areas within the subarea. Competition among centers in Butler-Tarkington is further intensified by the location of centers in the subarea itself. This is especially true in the southern portion of the neighborhood where the community shopping center envelopes the entire area covered by all three smaller centers.
3. Deterioration is increasing substantially in the immediate area of 40th and Boulevard. Buildings in this area are deteriorating, and turn-over to new management is frequent. Business signs from former establishments still exist on stores, and environmental conditions have become worse in this center than in others.
4. Vacancies are increasing in centers of the southern portion. The existence of vacant structures within the area is the result of several factors. For one, prospects of better business, needed expansion space, and less expensive land are enticing large establishments to move farther from the city's center.

Also, smaller stores are finding the competition too keen and the demand insufficient, and as a consequence are forced to close down their operations.

5. Strip-commercial development is expanding along 38th Street. Commercial enterprises which are oriented toward serving passing motorists, and not the immediate residents, have exploited this major thoroughfare. The part of 38th Street bordering Butler-Tarkington has been developed largely with filling stations, with a total of 10 stations on both sides of the street from

Meridian to Boulevard. The allowance of further strip development of this type is a detriment to both the neighborhood and regular traffic flow along 38th Street.

6. Traffic congestion in shopping clusters hinder all movement. Both the flow of traffic and the operations of nearby businesses suffer from traffic congestion. As a result, the demand for centers will gradually decrease if the lack of convenient access continues. This situation can be effectively handled only by separating the flow of various modes of transportation to and within shopping centers.

OBJECTIVES FOR DEVELOPMENT

Objectives for commercial development in Butler-Tarkington are as follows:

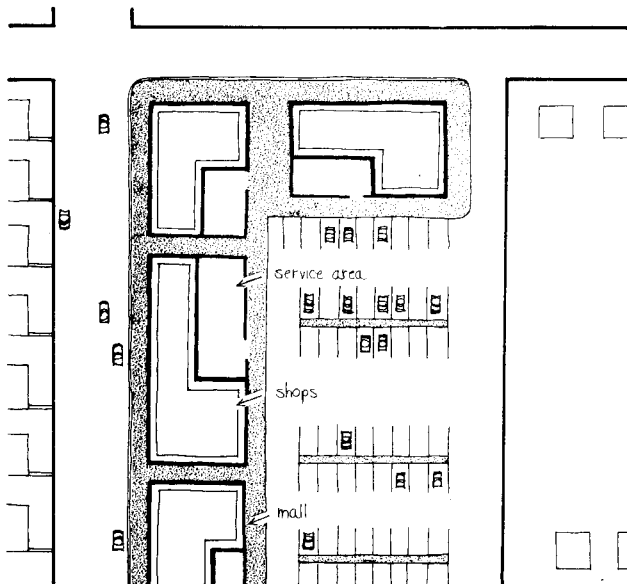
- Rehabilitate the viable shopping areas in Butler-Tarkington
- Halt strip commercial expansion
- Place new shopping and public uses together so they may benefit each other with common facilities
- Provide efficient access to and within shopping centers for pedestrians and vehicles
- Buffer commercial uses from adjacent residential development
- Phase out existing manufacturing facilities

PHYSICAL GUIDELINES

Improvements of existing shopping centers should follow certain principles if efficient access and compatibility with the residential surroundings is to be maintained.

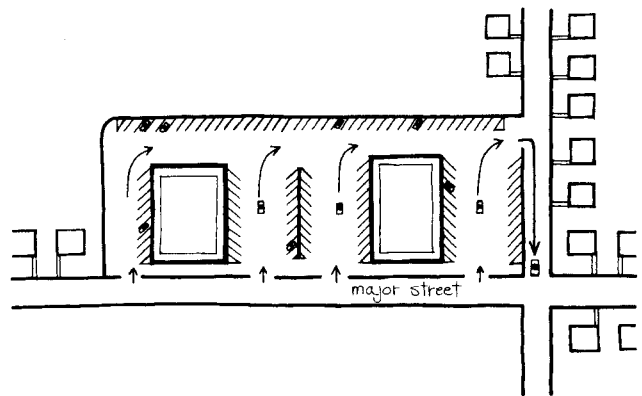
Existing commercial centers can be made more attractive to shoppers by promoting aesthetic treatment, easier access to and within the centers, and the lessening of pedestrian-vehicular conflict. Access to the area may be provided by pedestrian walkways and streets leading to the shopping center. Malls within the centers can create a pedestrian atmosphere and eliminate conflict with auto traffic.

Parking space for shoppers can be placed at the rear of the stores, with pedestrian movement to the front of, and between the buildings, or through the rear of the stores. Some store fronts can be oriented toward the pedestrian route which runs between buildings, to and from the parking lot. Stores may be serviced from the rear in fenced loading docks, which are unseen by shoppers.



Pedestrian-auto conflict in parking lots may be minimized by installing walkways between parking spaces which create separate pedestrian and vehicular paths.

The number of driveways to shopping areas should be limited to relieve congestion on major streets. One method used to accomplish this would be to



allow entrance from several points but exit only from cross-streets to an arterial.

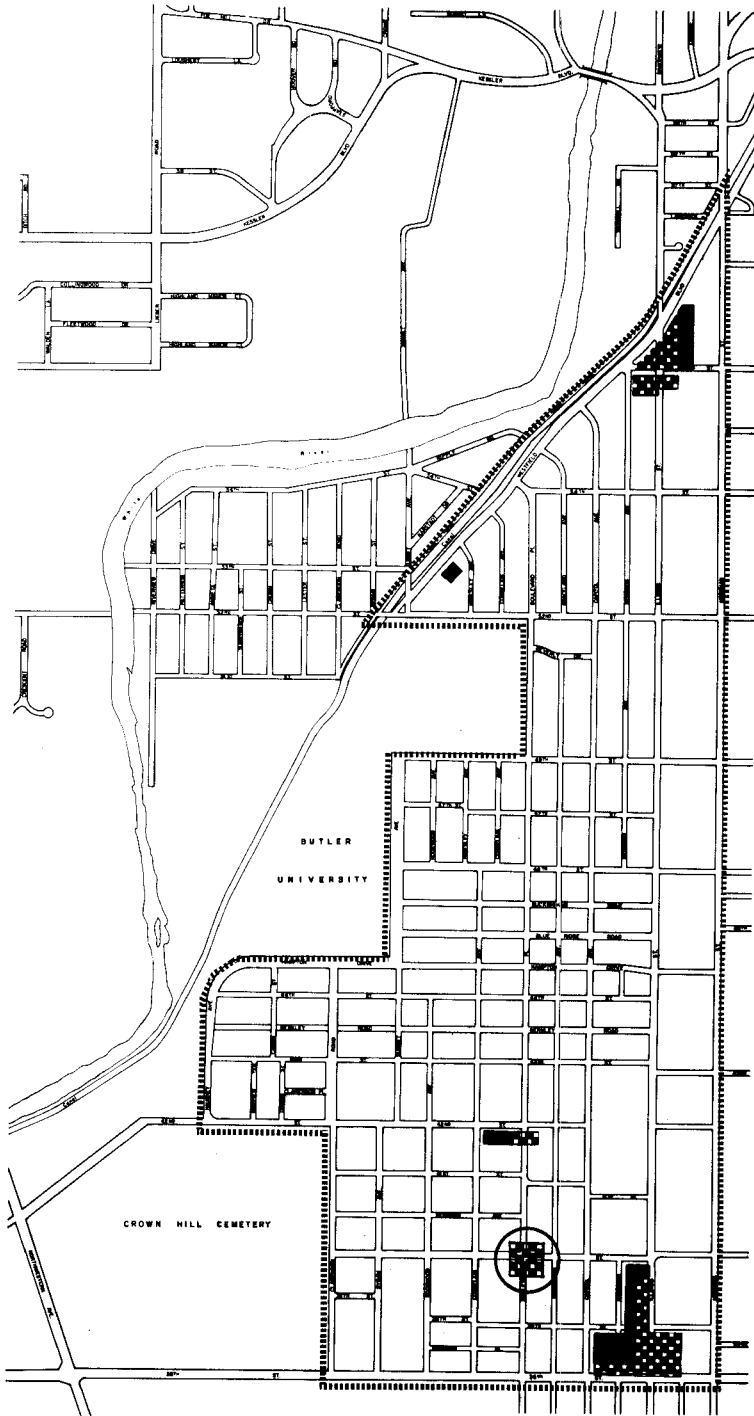
Parking standards at each center should conform to the Marion County Commercial Zoning Ordinance. Generally speaking, about one off-street parking space should be maintained for each 150 square feet of gross floor area in each shopping center.

Commercial centers can be enhanced by creating an atmosphere of pedestrian dominance and by introducing aesthetic accessories to make shopping a more pleasant experience. Plantings, design on a human scale and sensitive treatment of all elements in any public center increase the pleasure of being there and thus attract more people to the area.

COMMERCIAL PLAN Map 15




The neighborhood shopping cluster at 40th and Boulevard Place is recommended to be replaced by new low density apartments due to the lack of demand for this commercial center, and its predominating characteristics of physical deterioration.

Expansion is recommended for the shopping center at 42nd and Boulevard Place to provide for relocation of viable shops from 40th and Boulevard Place and to meet the demand of new population in the area. The area with-



BUTLER - TARKINGTON

COMMERCIAL FACILITIES PLAN

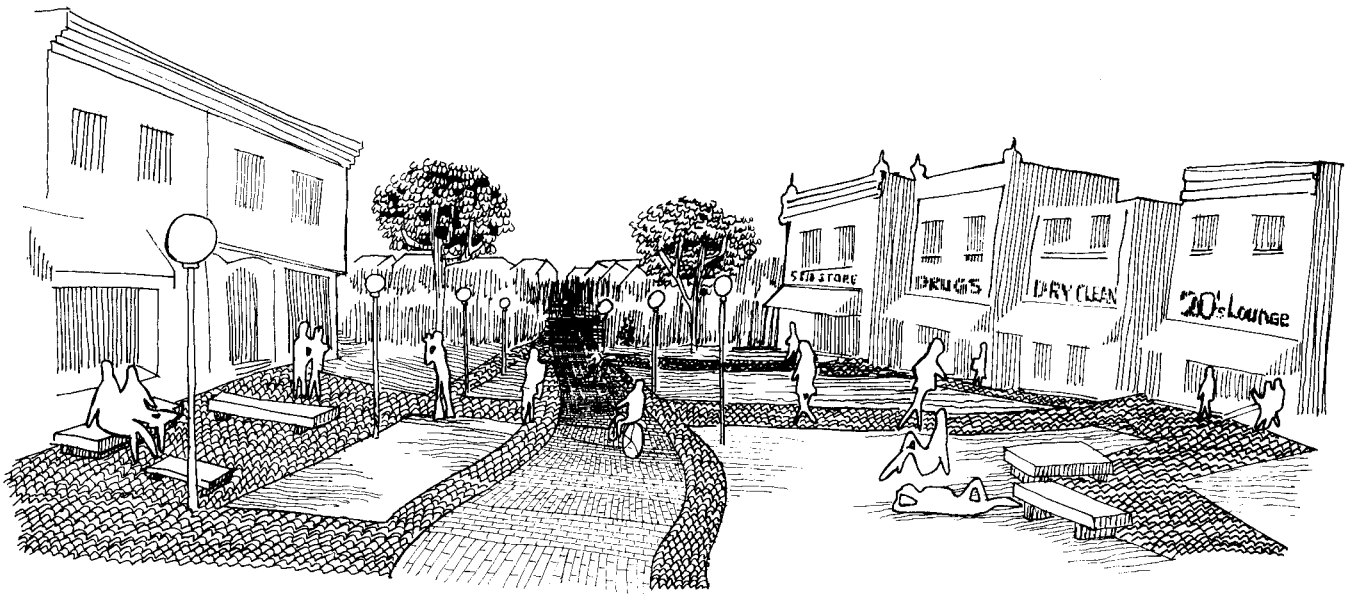
-  Existing
-  Proposed Expansion
-  Proposed Phase-out

DEPARTMENT OF METROPOLITAN DEVELOPMENT
DIVISION OF PLANNING AND ZONING
INDIANAPOLIS-MARION COUNTY, INDIANA APRIL, 1970



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SCALE FEET



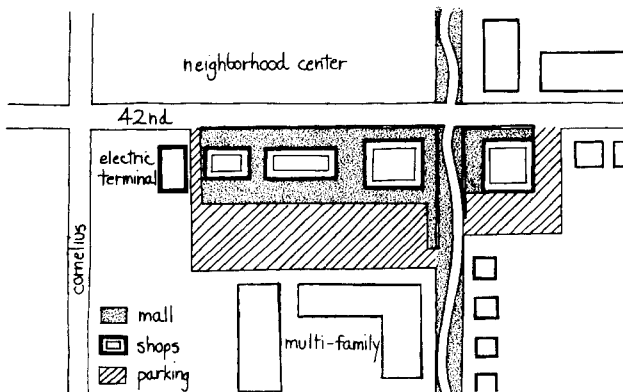
in a few blocks of 42nd and Boulevard Place is to be a center for shopping, housing, recreation and social activities.

Westward expansion is proposed for the center at 42nd and Boulevard with off-street parking to be provided in the rear of the shops.

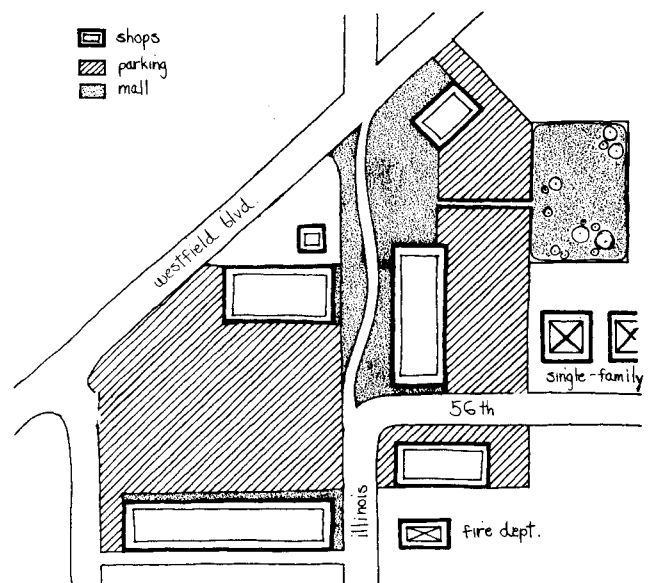
Revision of the two remaining shopping areas is also recommended if their attractiveness and efficiency is to be

from each other in these centers. (This treatment, however, is not possible under the BTNA proposal to leave Illinois Street as a continuous arterial.)

The center at 56th and Illinois may provide additional parking behind the stores east of Illinois if the present street were replaced by a mall. At that point, part of the west side of 56th Street could be used for parking. The intersection, however, would remain partially open for turning movement of vehicles from the fire station.

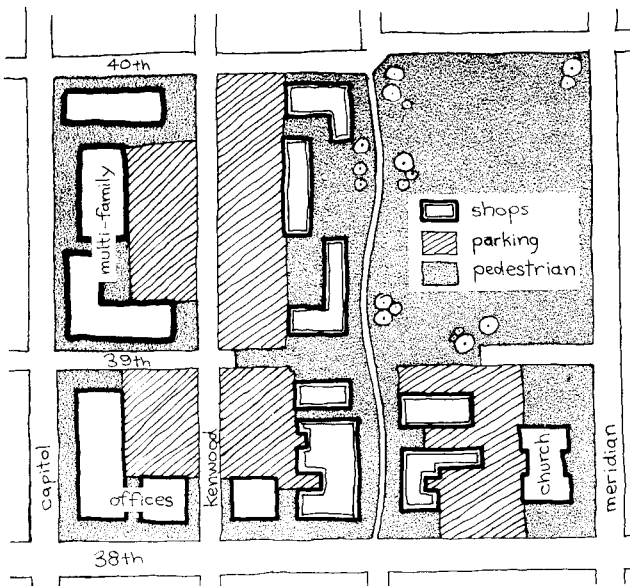


increased. Illinois Street at 38th-40th and from Westfield-56th should be closed to autos and used as pedestrian and transit malls. Pedestrian-vehicular conflict is minimized by separating the two modes of travel



Expansion toward Capitol Avenue is recommended for the center at 38th and Illinois. The new complex of about three acres would include office facilities which would serve as a buffer between heavy commercial activities and residential use, and offer more demand for the commercial center. Parking at the center would then be expanded behind the stores and between new facilities to the west.

The implementation of commercial plans is mainly the responsibility of the merchants in each center. Other improvements in the neighborhood, such as the construction of new housing and employment facilities will offer more business to the local stores, but these must be complemented by the common efforts of the merchants themselves, if a more attractive shopping center is to be maintained.



CHAPTER 9

EDUCATION

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Educational facilities are an important factor in providing information for all age groups to help them function in the society. Traditionally, neighborhoods have been oriented around the local schools, which were the center of social as well as educational activities. The Division of Planning and Zoning frequently operates with this concept of schools as all-purpose centers in mind, and it encourages the planning of parks and other public facilities near school locations.

EXISTING CONDITIONS

Butler-Tarkington presently contains three elementary schools -- two public and one parochial, all of which administer classes up to the eighth grade. The nearest high schools outside the subarea are Broad Ripple to the north and Shortridge to the south. The curriculum at Shortridge was recently revised to provide only those courses considered college preparatory.

School enrollments since 1962, have experienced considerable fluctuation for both public elementary schools in the subarea; with enrollment figures for 1969 showing a slight decrease from previous years. As a consequence, 1968 figures were used in this study to represent a recent average number of students which must be accommodated.²¹

Within the subarea (Map 16) School 43, located at 40th and Capitol Avenue, has a 1968 enrollment of 984 students, 99% of which were Negro. The structure was built in 1909 with the latest addition (a gymnasium) in 1965. Indoor facilities include a gym-auditorium, while a small playground is the only outdoor facility for this school. School 43, like all elementary schools in the area, contains about 1.5 acres in the total school site.

School 86, located at 49th and Boulevard Place was built in 1941 and in 1968 enrolled 593 students, 48% of

which were Negro. A cafeteria, auditorium-gymnasium, and library make up the indoor facilities while outside there is a playground. A "temporary classroom" was recently installed on the school site, but while it helps to temporarily alleviate the overcrowding of classrooms, it cannot be considered a permanent measure, for it does not relieve similar conditions in facilities such as the gym and the cafeteria.

St. Thomas Aquinas, a Catholic parochial school, was originally constructed in 1941. The latest modifications to this structure, and the addition of a gym-auditorium, took place in 1964, which, together with a library, comprise the indoor facilities. Outdoor facilities on the 1.5 acre site include a playground, a basketball court, and some off-street parking. Student enrollment in 1968 totaled 271.

OBJECTIVES FOR EDUCATIONAL DEVELOPMENT

- Develop schools as major sites for recreational facilities
- Encourage the citizen participation necessary to improve the quality of educational institutions
- Include private and parochial schools within the planning concerns of the entire neighborhood
- Encourage the establishment of programs so as to meet diverse needs of the population through the use of existing schools or neighborhood centers
- Place library facilities near schools for the benefit of the entire neighborhood

PRINCIPLES FOR SCHOOL PLANNING

Concern for the development of school facilities within a land use plan varies in degree according to the need of additional space and general physical

improvements at a particular school site. However, decisions reached on particular programs for school planning are studied in more detail by the school officials and neighborhood residents.

Certain recognized standards are used to determine the adequacy of existing facilities. According to standards of the Indiana State Department of Public Instruction, school capacity is reached with a maximum of 30 pupils per classroom. School 43, with an average of 33 per classroom has an over-capacity of 114 students. School 86, even with the new "temporary" classroom addition, has 39 per room and, consequently, has an over-capacity of 143 students. St. Aquinas has 33 pupils per room, and according to Indiana standards, has 30 students over capacity.

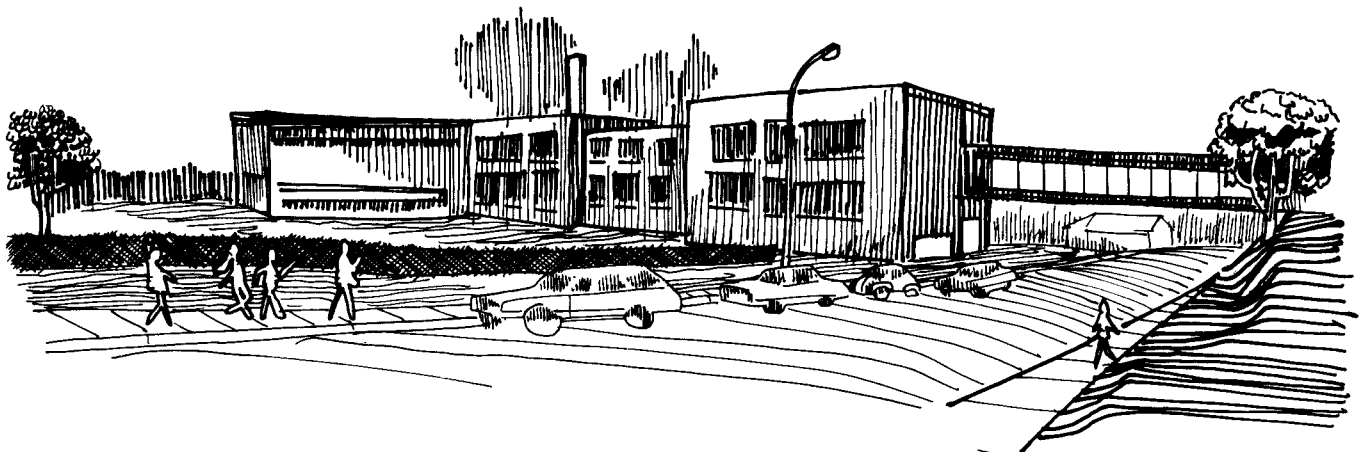
Additional standards of school-site space which are recognized nationally and by the Division of Planning and Zoning indicate that 10 acres are required for the first 500 students, plus one additional acre for each additional 100 students in elementary schools.²² Presently each school has only 1.5 acres, much of which is used for building space.

Standards relating to a school's locational characteristics state that elementary schools should be centrally located within the residential area

they serve and situated on a collector or interior street. Furthermore, the plan states that there should be "No physical barriers such as primary thoroughfares or railroad tracks within the area so that children can walk to and from school without having to cross such barriers."²³

At present both the public elementary schools exist within the center of their school districts, and St. Thomas draws almost all its students from within the subarea.²⁴ All three of these schools, however, are currently situated next to major streets. The transportation plan by the Division of Planning and Zoning recommends restricting two of these streets to local traffic movement only. The plan further proposes the combining of present traffic on the three existing streets onto just one, thereby reducing the number of arterials in the school service area, but making necessary certain treatment to School 43 which remains near an arterial.

Recommended measures related to School 43 involve physical buffering of the school from the street, the providing of additional property for the schools and the construction of an overhead crosswalk or a system of constant adult surveillance at 40th and Capitol for safe pedestrian movement across the street.



The plan for traffic routes by BTNA, however, necessitates buffer treatment for all elementary schools, since they would all be located near major streets.

NEW EDUCATIONAL DEVELOPMENTS

During the summer of 1969, a Lighted School Program was initiated in Butler-Tarkington. It was sponsored by the Mott Foundation and other agencies who hoped to increase the opportunity for education of all age groups in the neighborhood. The program studied potential educational needs and developed courses for neighborhood residents to be taught at both public schools. Classes were considered for nearly all interests -- handicrafts, budgeting, auto repair, home maintenance, mathematics, sports activities, and a variety of others. These classes, if continued, may be significant in promoting the knowledge of residents and improving the environment of the neighborhood.

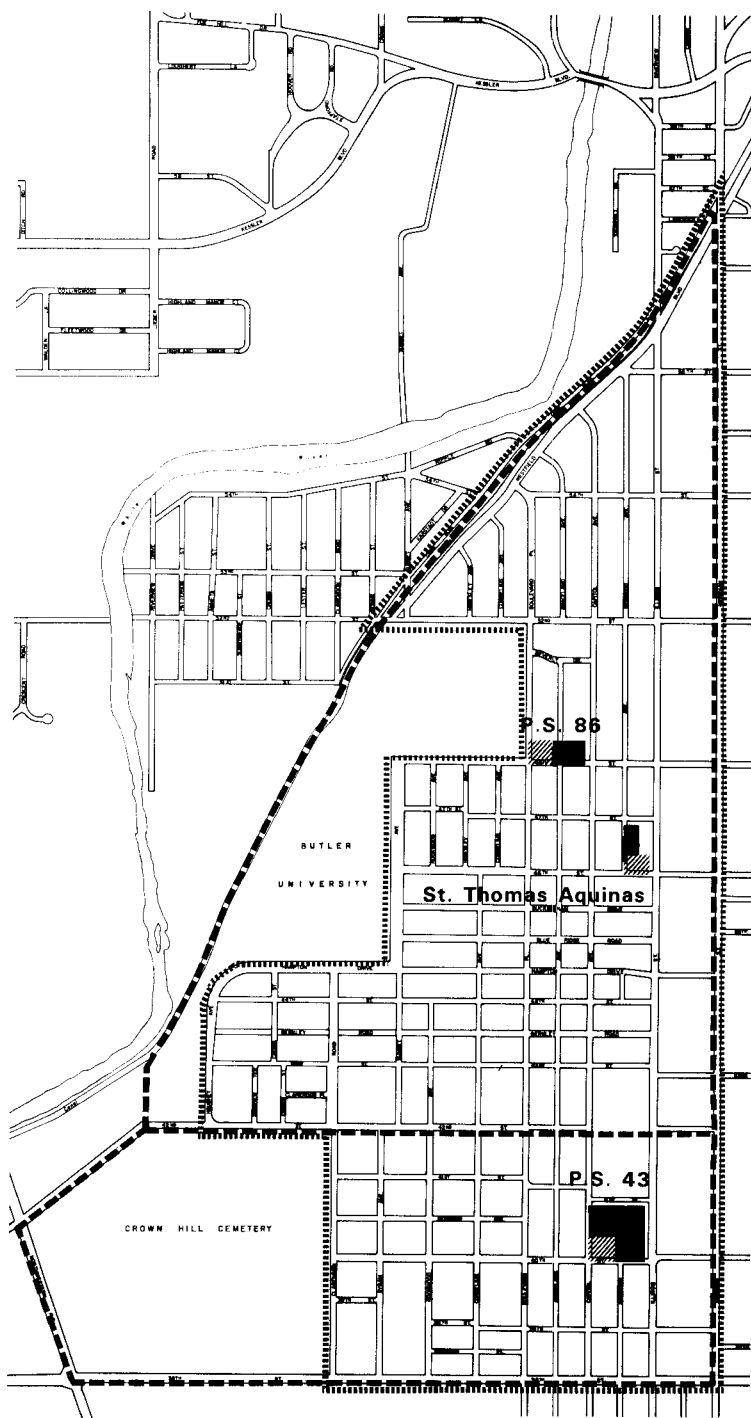
Another recent development is the planning of middle schools to serve a portion of northeast Indianapolis; these will offer new educational facilities, reduce overcrowding in existing schools, and establish racial integration in the new facilities. One site selected was the Arsenal Park area located at 46th and Haverford (slightly more than one mile east of the subarea). This is an example of a park-school concept in which the two facilities are closely related. The mid-school will offer common educational and recreational facilities to more than 1,000 students from both public schools in Butler-Tarkington, thus reducing total enrollment at No. 43 to 666 and No. 86 to 379 students.

RECOMMENDATIONS FOR EDUCATION Map 16

The additional land is recommended for use mainly as open space though enough additional land is included to allow possible building expansion. The amount of land recommended for each school site is based on consideration of site standards and relative enrollment for each school.




Due to the built-up conditions in Butler-Tarkington, optimum standards will not be recommended but the amount of space proposed will be that considered necessary for neighborhood school functions, and will be proposed according to relative enrollment of each school. Additional space needed for recreation will be supplemented by parks and space around other existing and proposed public facilities. Expansion to 6 total acres is recommended for School 43, 3 total acres for School 86, and 2.5 total acres for St. Thomas.

Ultimate effectuation of educational improvements are the responsibility of local public and non-public school officials and the State of Indiana. BTNA can also help initiate programs for neighborhood education, such as the Lighted School Program, by working with the Indianapolis School Board. Recommendations for education in this plan have been limited to the allotment of land required for existing school sites, and to outline general objectives for educational activities in the subarea. Specific programs to be included in an education curriculum require continued study by BTNA and school officials. These groups can work to discover the appropriate educational needs for Butler-Tarkington.



BUTLER - TARKINGTON

SCHOOL FACILITIES PLAN

-  Existing Facility
-  Proposed Expansion
-  Public School District

DEPARTMENT OF METROPOLITAN DEVELOPMENT
DIVISION OF PLANNING AND ZONING
INDIANAPOLIS-MARION COUNTY, INDIANA APRIL, 1970



MAP
16

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SCALE FEET

Recreational activities are elements necessary for any residential area, and are important in maintaining the attractiveness of the area. The space necessary for daily recreation of all age groups will increase in the future due to trends of more leisure hours and the relative scarcity of open space in developed areas rising population.

EXISTING RECREATION

Tarkington Park (comprised of 10 acres) in the southeastern portion is officially open to the public for year-round activity. It is equipped with tennis courts, basketball courts, and tot toys. The small parcel at the northern tip of the subarea is also owned by the Park Department, but contains no recreation facilities. Other semi-public playgrounds in the area are adjacent to churches and have limited equipment, but are not large enough for sports activities. Large recreation spaces surrounding the subarea include Arsenal Park, Holiday Park, Riviera Club, and Woodstock Country Club, but these facilities are not within easy walking distance of the entire neighborhood.

Shortridge Athletic Field at 42nd and Haughey was open to the public in 1969 during the summer months for a temporary period, but ultimately, C.T.S. anticipates purchasing it from the school board to expand its educational facilities at some future date.

Open space around Butler University and Crown Hill Cemetery is presently unavailable for neighborhood use. Although elementary schools in the area promote indoor activity, space for outdoor recreation is very limited (recommendations in the Education section proposed expansion around present school sites).

Central Canal offers an amenity to the subarea in that the land abutting the canal would serve as an excellent

parkway easier access across Westfield Boulevard were provided.

The alley-access concept is another aspect concerning recreation activities in areas where residential land predominates. Three blocks of Berkely Road in southwestern Butler-Tarkington now exist with auto access at the alley side of houses. The original street has been converted into a greenway with sidewalks, lights, and well-maintained planting. This treatment may be expanded to help meet the safety and recreational needs of residents in Butler-Tarkington where there now exists lack of park space and an overabundance of streets.

RECREATIONAL OBJECTIVES

The major goal for Butler-Tarkington recreation is the provision of an efficient amount of recreation space for all age groups in the area. Objectives of this goal are to:

- Expand the present park system so that it is accessible to more people and so that existing recreation areas are preserved.
- Encourage open space for all groups — tot lots, playgrounds, and parks in proper locations.
- Expand existing programs for recreation and cultural development.
- Utilize public and semi-public facilities and surrounding land for recreation purposes.

PRINCIPLES FOR RECREATION

Various principles for future development of parks and playgrounds in the subarea pertain to the need, location, and treatment of recreation spaces.

Nation and city-wide standards are used to determine the relative need

for recreation space in the subarea. These standards relate to the optimum space required, but the amount of developed land and scarcity of vacant land prohibits strict adherence to the standards.

According to the Comprehensive Park Plan for Marion County, there should be a total of five acres of local park space to serve each 1000 residents (or 50 acres serve the existing Butler-Tarkington population). The table below divides the required space into each type of park with its respective characteristics (Figure 16).

since they are fairly centrally located within their service areas. Additional space for playgrounds and equipment adjoining schools are considered as educational related space because of their direct proximity to school facilities.

Pedestrian walkways allow more pedestrian activity and link public facilities and parks to residential areas by providing pedestrian access. Walkways may be treated in several ways as illustrated in the Transportation chapter which discusses techniques of localizing streets. Residential street

FIG. 16 OPEN SPACE STANDARDS

	<u>ACRES PER 1,000 POP.</u>	<u>ACREAGE</u>	<u>POPULATION SERVED</u>	<u>SERVICE AREA RADIUS (MILES)</u>
COMMUNITY PARK	3	15-100	5,000-30,000	1 1/2
NEIGHBORHOOD PARK	2	5-15	3,000-8,000	1/2-3/4
PLAYGROUND	contained in neighborhood park	1/8-5	100-300	1 or 2 blocks

Source: Division of Planning and Zoning, Comprehensive Park Plan for Marion County, Indiana (Indianapolis, 1965) pp. 5, 6.

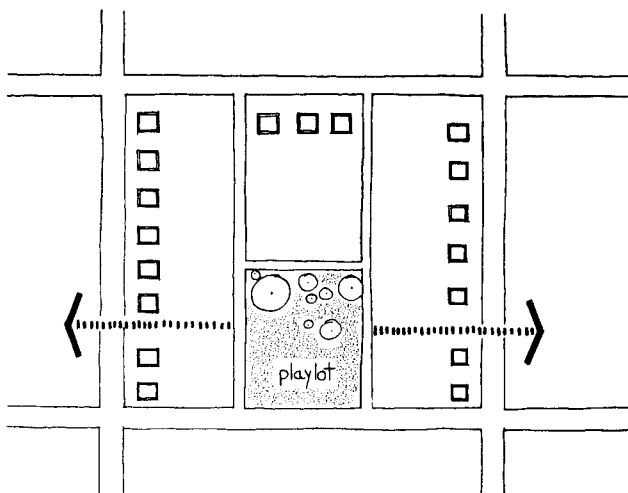
According to standards, a community park with a minimum size of 15 acres is needed to serve the Butler-Tarkington vicinity. Due to difficulty in acquiring this amount of land exclusively for open space, other alternatives such as the creation of new smaller parks and the expansion of school grounds, intermediate sized parks and playlots must be studied. Several smaller parks can serve the area and will help compensate for the lack of a full size community park within the subarea.

Larger parks should be located near activity centers where people congregate. Schools can incorporate playground expansion in the neighborhood

rights-of-way with alley access can be either partially or completely planted, or merely blocked to auto traffic. Another alternative suggests that part of the street width be used as a pedestrian walkway and the other part be maintained for local traffic movement. A single lane must always be provided for fire protection, regardless of the alternative used.

Playlots which are of special importance to small children serve only limited areas. These facilities might possibly be the most numerous of all park types due to their size, and can be widely used in Butler-Tarkington because of the unavailability of large tracts of open space in the neighborhood.

Playlots can be created by taking advantage of existing vacant lots, with best location along greenways or local streets for convenient pedestrian access. They may also be developed when land becomes vacant upon demolition of existing structures. Within the southern portion of the neighborhood, a number of residential blocks are adaptable to central parks. This alternative is available on those blocks with a number of homes along the east and west sides (having relatively shallow lots), but with only a few homes on the north and south sides (with very deep lots). Some or all the deep lots can be used as a playlot for the immediate residential area.



RECOMMENDATIONS FOR DEVELOPMENT

A total of 29 acres have been proposed for recreation space within the sub-area, including 22 total acres in three neighborhood parks and 7 acres in small playlots (Map 17).

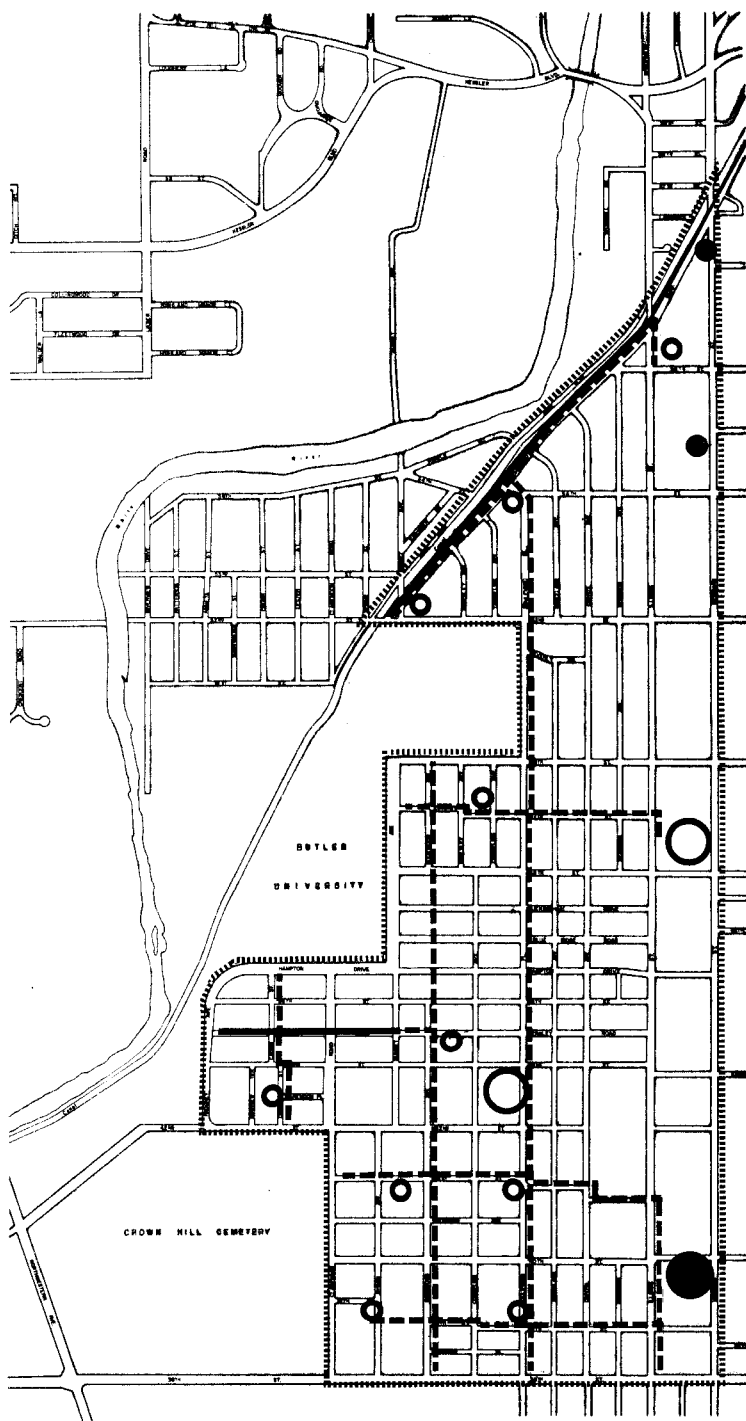
Since Tarkington Park is located next to Meridian Street, buffering devices are needed on the east side to screen the park from any direct contact with the street. This can be done through a combination of land filling on the street sides and attractive screening.

The neighborhood park at 46th and Illinois must be protected on two sides from arterial streets, but at the same time open to west for access to public facilities across Illinois Street. This site has been recommended in the Comprehensive Plan, and since it is now vacant and near public institutions located centrally within the subarea, it could be retained as recreation space.

The third neighborhood park at 42nd and Boulevard is part of a multi-purpose neighborhood center located in an area of shopping and multi-family housing. The neighborhood center can involve activities of education, recreation, and social assistance to the neighborhood. The location of this facility is designed to help that part of the subarea which wants and needs it most. The 1968 Butler-Tarkington Attitude Survey indicated that 72% of the respondents below 43rd Street, versus 28% respondents north of 43rd Street desired a neighborhood center for their family. The residents of the southern part are more in need of nearby social services than those in the northern portion. Such a center can help the existing residents and possibly attract new middle income residents to the southern-central part of Butler-Tarkington. This facility is discussed more in the Public Facilities section.

The location of pedestrian walkways are recommended per the plan to achieve their balance in the neighborhood and to provide access to housing either by alleys or side driveways. This system provides convenient access to major centers in the subarea. Due to the different transportation recommendations, BTNA proposes that if Boulevard Place is maintained as a major collector, a walkway would be shifted one block east to Graceland Avenue.




Recommended playlots are situated mainly in the southern part, where residential lots are smaller. They




BUTLER - TARKINGTON

OPEN SPACE PLAN

EXISTING

-  Neighborhood Park
-  Playlot
-  Pedestrian Walkway

PROPOSED

-  Neighborhood Park
-  Playlot
-  Pedestrian Walkway

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DIVISION OF PLANNING AND ZONING
INDIANAPOLIS-MARION COUNTY, INDIANA APRIL, 1970



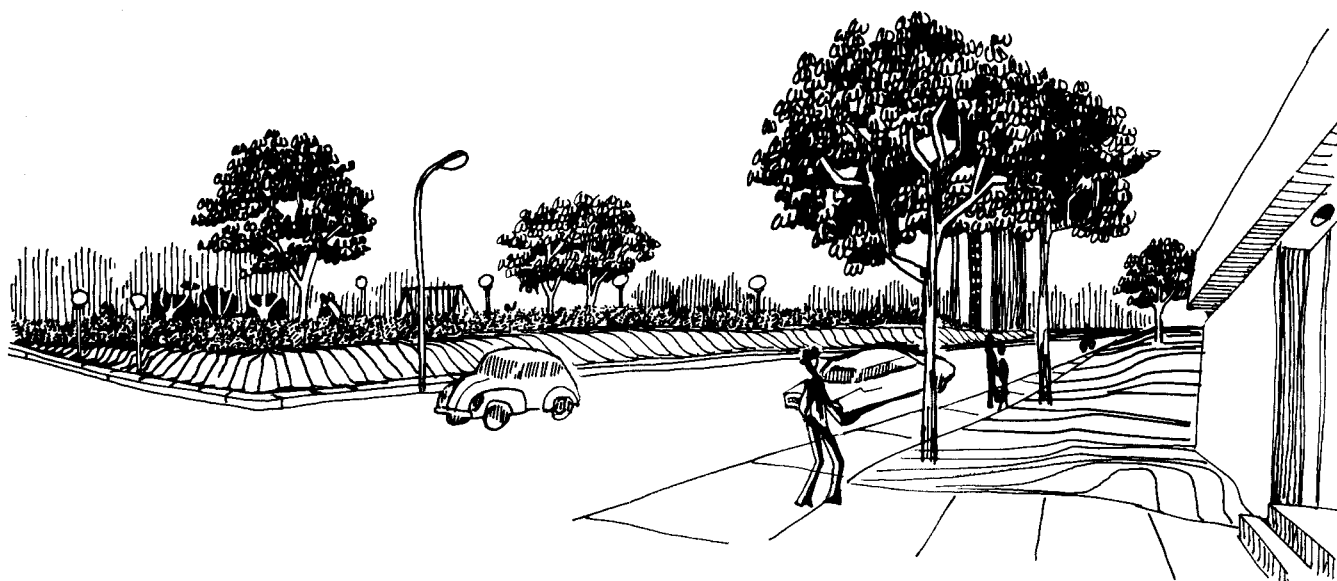
MAP
17

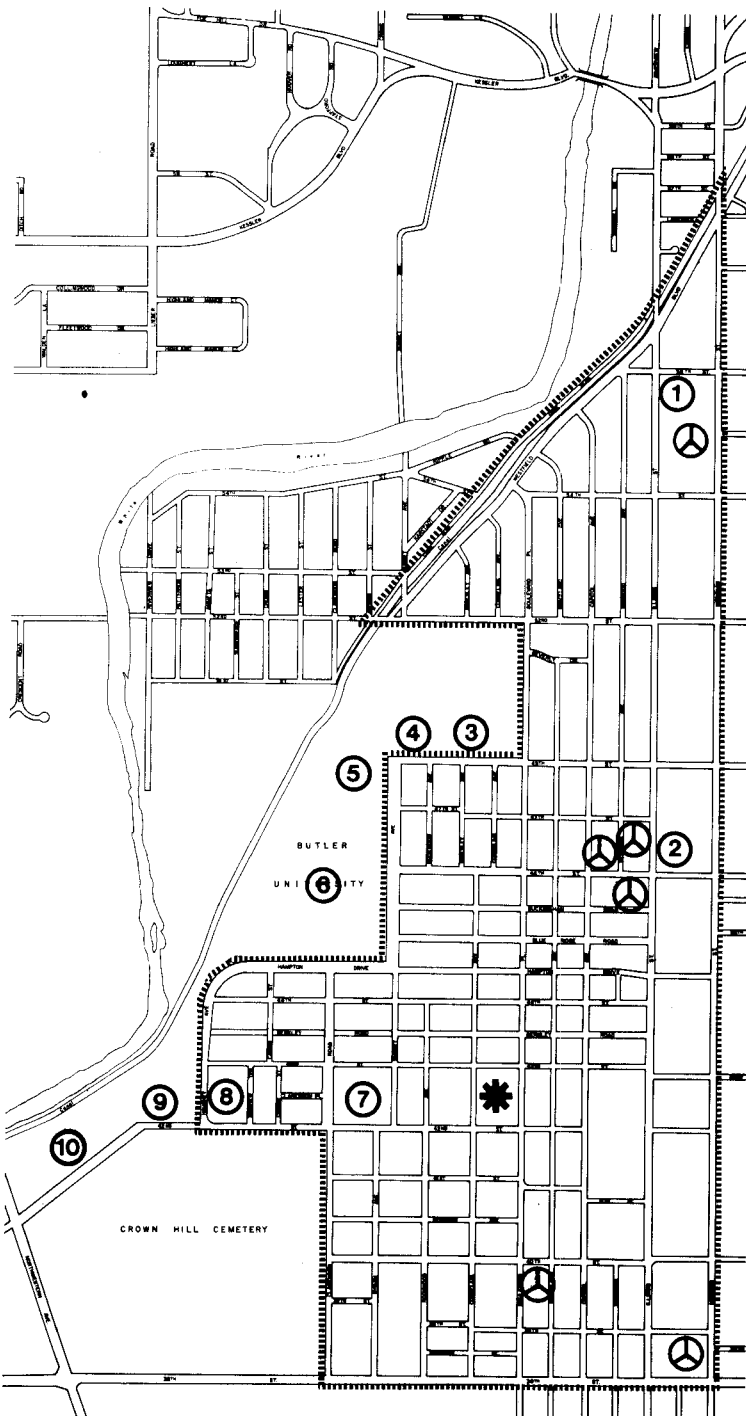
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SCALE FEET

are evenly distributed and closely related to local streets and pedestrian walkways as an exemplary location proposal. Upon further study by BTNA and the Park Board, specific locations for these may be changed due to comparative acquisition costs, and relative housing conditions when parks are being developed. As vacant lots become available throughout the subarea, they may be considered for use as playlots.

Achievement of a plan for recreation is the responsibility of the Metropolitan Park Board and BTNA: both groups

can work together in selecting sites for playlots and treatment of walkways. Small parks require less land assemblage and are generally among the first in priority for a recreation plan. Larger neighborhood parks can be programmed at later dates for added recreational space. The BTNA Long-Range Planning Committee, however, agreed on a top priority for the area of neighborhood center, due to the detrimental characteristics of the tenement which presently occupies the space.





BUTLER - TARKINGTON

PUBLIC FACILITIES PLAN

EXISTING

- ① Church
- ① Fire Station
- ② Daughters of the American Revolution
- ③ Butler Stadium / Fieldhouse
- ④ Brown Theater
- ⑤ Clowes Hall
- ⑥ Butler University
- ⑦ Noble Center for Retarded Children
- ⑧ Shortridge Athletic Field
- ⑨ Christian Theological Seminary
- ⑩ Interfaith Center

PROPOSED

- * Multi-Purpose Center

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DIVISION OF PLANNING AND ZONING
INDIANAPOLIS-MARION COUNTY, INDIANA APRIL, 1970



MAP
18

0 500 1000 2000 4000
SCALE FEET

residential districts where the required fire flow is more than 2000 gallons per minute (maximum for any residential area), the optimum distance from a fire station is 1.5 miles.²⁷ In addition, the maximum distance allowed from any fire station to any part of Indianapolis is 1.5 miles.

Butler-Tarkington is adequately protected by one fire station; three others are within a mile from subarea boundaries.

Because it is in good physical condition, no improvements are suggested for the fire station but adequate access from fire stations to all parts of the neighborhood must be provided.

PUBLIC LIBRARIES

Currently there are no public libraries in Butler-Tarkington. The nearest branch library within the neighborhood's vicinity is located at 42nd and Broadway, 1.5 miles from Butler-Tarkington. Another at 32nd and Meridian, is almost a mile from the neighborhood while a third near Broad Ripple Avenue and Guilford, is almost 1.5 miles from the northern part of Butler-Tarkington.

The Indianapolis Public Library Board uses a standard of a 1.5 mile service area radius for branch libraries. Each branch library should serve a population of 25,000-50,000 persons.

A total of 52% of the respondents in 1968 Butler-Tarkington Attitude Survey reported a need for a branch library in the area for their family. Although the public library proposes no new libraries for Butler-Tarkington, consideration could be given to a branch library or bookmobile within the general vicinity. Any library building should be incorporated with activity centers of commerce, recreation, or education.

PUBLIC HEALTH FACILITIES

Butler-Tarkington currently contains no public health centers which are available to all persons in the neighborhood. Elementary school facilities are able to handle only students and teachers, and the public health facilities of General Hospital are two miles from the neighborhood. Furthermore, no clinic, and few physicians, are located within the area.

Although disease rates in Butler-Tarkington are lower than the county average, they are highest in the southern portion of the subarea.

A health center can be incorporated in the multi-purpose center for the neighborhood. These facilities would be located in the center of the population which they serve, offering medical services to the neighborhood. Currently the neighborhood contains only several welfare cases, and these persons could receive help from such a center in Butler-Tarkington.

CHURCHES

There are six churches within the neighborhood, offering facilities for religious, social, educational, and recreational activities. Many of them are located in centers of commerce or institutional use.

Though parking presents a major problem to church facilities, some churches have adequate parking spaces for their congregations. Standards for church parking are that every 3-6 seats require one off-street parking space. Churches located near commercial centers may help solve problems common to both uses by jointly providing parking space for both facilities during alternate times. Most churches need their bulk of parking on Sundays and occasional weekday evenings whereas commerce needs parking space during

other days.

Any new church which locates in Butler-Tarkington should be situated near existing activity centers so that parking facilities may be used jointly. Churches generally provide excellent buffers by helping physically separate commerce from residential activities. Off-street parking for the Fairview Presbyterian Church at 46th and Capitol would be better located directly north of the church, instead of its present location across the street. A church-related facility is proposed for the southeast corner of 46th and Capitol.

OTHER INSTITUTIONS

Although some large institutional facilities lie outside the study area, they nevertheless create a direct influence on Butler-Tarkington, and as a consequence should coordinate their operations with neighborhood activities.

Butler University, which is privately operated, currently has an enrollment of some 2500 students. Among cultural and entertainment centers within the Butler University campus are Clowes Hall, Hilton U. Brown Theater, and Hinkle Fieldhouse. Dormitories, fraternities, and sororities are located adjacent to the university and house several hundred students. Butler University and related activities are the largest traffic generator in the neighborhood.

Butler University's plans for physical expansion (in addition to more student housing along Sunset Avenue) include the development of practice fields west of the canal. Future planning for the university can be made beneficial to both the school and the neighborhood. Butler University can help sponsor students and faculty members working the social needs of neighborhood residents. A close relationship between these two entities can be direct

benefit to both, as proven by a number of universities in metropolitan areas throughout the nation.

The Christian Theological Seminary presently has educational facilities to accommodate 200 students. The seminary places a number of students in living quarters near the downtown area, leasing buildings and rehabilitating them from student housing. This broadens the experience of the students as well as rehabilitating structures in blighted areas. Similar programs are also taking place in the southern portion of Butler-Tarkington, where the area is undergoing physical change, and homes are closer to the seminary.

Present C.T.S. plans for expansion of the entire Shortridge Athletic Field should be reconsidered. Although the area is not in the center of population it is one of the few open spaces in the neighborhood and at least part of it could be preserved for recreation. A provision for development should stipulate that a certain portion of the area be maintained as open space by C.T.S. for use as a park or playground.

PUBLIC UTILITIES

Systems dealing with the distribution of water, sewage, gas and electrical service throughout the neighborhood are considered in this section. Most facilities in Butler-Tarkington were originally installed in the 1930's and 1940's and only in the south are facilities over 50 years old. There is no stated life-expectancy for these because they are repaired or replaced whenever a break occurs within the system. Proposals for utilities generally pertain to improvements which would be advisable on a metropolitan scale, and could occur whenever facilities need substantial repair.

All utilities were found to be adequate for current service in the neighborhood,

and no mass replacement of facilities is needed at this time. Various utility agencies reported that they make no general plans for future development, but only respond to new growth by providing necessary facilities. Additional development in the neighborhood would call for expansion of utilities to which the various utilities departments will respond. New development should be situated where the amount of utility expansion and capital investments would not be exorbitant.

WATER MAINS

The Indianapolis Water Company is responsible for the adequate supply of water to the metropolitan area. The water system must be extensive enough to provide an average of 200 gallons of water a day to residential areas (including commercial, fire fighting, and occasional street cleaning within the neighborhood). The system must provide enough water for peak hour flow (morning and evening demands), which may exceed six times the average flow.

In addition to water mains, several other water company facilities exist in Butler-Tarkington. Central Canal is owned by the water company, although it serves no purpose as a utility. A small water pumping station is located at the northern tip of the neighborhood, and the Blue Ridge water storage tank is located in the southwestern part of the area.

The existing water system generally follows the street pattern, and according to the Indianapolis Water Company is satisfactory to meet present needs. Like all other utilities, however, new development in the neighborhood may warrant additional utility lines -- the extent depending upon the placement of the new development. Plans calling for higher density development away from existing major water lines should be studied, but no changes will be made

until new housing is actually under construction.

SEWERS

The Indianapolis Sanitation District is responsible for the construction and maintenance of all sewers in the city. These sewers are located mainly under streets or alley easements and collect sewage from the area for treatment at appropriate facilities.

The sewers in Butler-Tarkington (as many in Indianapolis) are all combination sewers, which use the same facility for both storm water and sanitary sewage. It is recommended that sanitary sewers be separated as soon as replacement becomes necessary for an area. Changes in the size of mains depend on development patterns in the subarea.

GAS DISTRIBUTION

Gas lines within Butler-Tarkington have been placed beneath the center of streets. Recommendations for replacement of mains include locating them beneath alley easements where possible. In addition, separate lines may be placed under each sidewalk border to make the lines more accessible for repair.

Citizen's Gas and Coke Utility is the agency responsible for providing natural gas to the Indianapolis area. This utility presently satisfies the demand for gas service in the area and should be modified with any new construction.

ELECTRICITY

Electrical power for the metropolitan area is supplied by the Indianapolis Power and Light Co. which is responsible for installing the electric lines.

A major transmission line runs west of the subarea, but no major lines exist

within Butler-Tarkington. An electric substation is located in the south-central part of the neighborhood at 42nd and Cornelius Avenue. This should receive treatment for visual buffering from the adjoining residential properties.

Although overhead electric wires are the most economical to install, it is recognized that their present location over street rights-of-way is unsightly, they impede the growth of trees, they are vulnerable in storms and they present dangerous obstacles to fire fighters.

Recommendations for reducing present

difficulties include either combining of all wires into one cable, or placing wires on the alley or rear lot easements. Where long-term planning is concerned, the best method of reducing all the harmful effects of wiring would be the installation of underground wires. These improvements should be made on a city-wide basis wherever the need for replacing current wiring is incurred.

The improvement of alleys and safeguarding of alley areas is important for the neighborhood. Alley lighting programs should be investigated by BTNA.

CHAPTER 12

IMPLEMENTATION

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Ultimate achievement of any plan depends upon the cooperation of many individuals, agencies and organizations working together for a common purpose. Only a carefully mapped out strategy and an intelligent application of the available tools of implementation will give meaningful direction to any program designed to achieve the goals proposed in the plan. The key elements of the Butler-Tarkington implementation program include the following:

- Coordinated governmental development policy among the units of local government concerned with the subarea, private interests and individuals.
- Comprehensive and systematic enforcement of local zoning, building, housing, fire and sanitation codes.
- Capital improvement programming and budgeting by public agencies.
- Community renewal treatment programs.
- Continuing planning program to review, evaluate and adjust policies where necessary.
- Citizen participation and support.

It is the purpose of this section to describe in detail the role of each of these elements in the development of a comprehensive strategy for achieving the Butler-Tarkington plan.

The Butler-Tarkington Metropolitan Subarea Plan is a refinement of the officially adopted Comprehensive General Land Use Plan for Marion County, Indiana (May 1965). Its overall objective was to examine Butler-Tarkington in detail, evaluate the impact of current and proposed developments on the subarea, and recommend policies which would guide future development and program decisions related to this community.

Adoption by the Metropolitan Development Commission of the subarea plan in

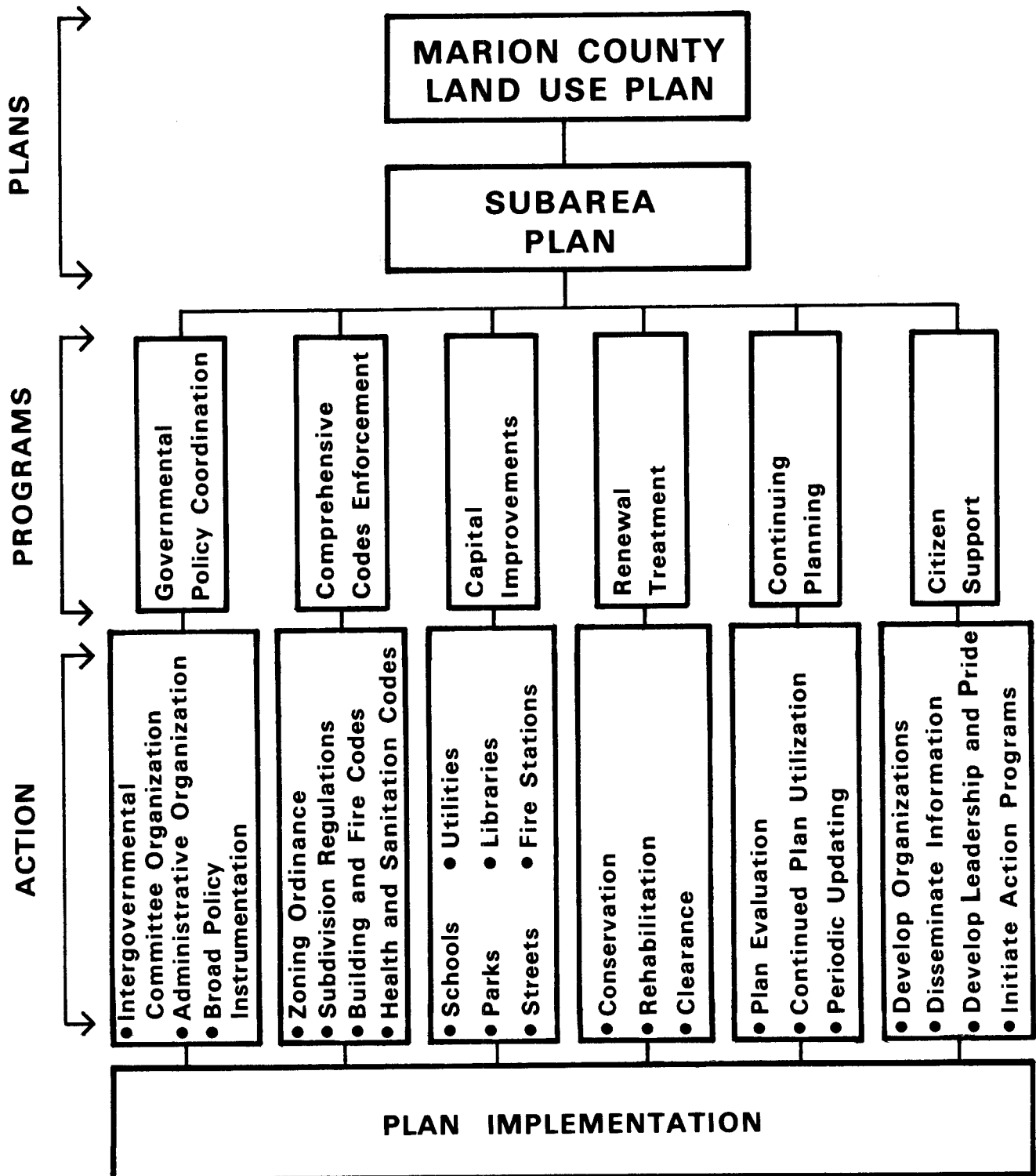
its final form will constitute official sanction of the changes recommended and will result in amendment of the Comprehensive General Land Use Plan for Marion County, Indiana. This amendment will reflect incorporation of the new or changed policy guidelines contained in the Butler-Tarkington Subarea Plan.

It is necessary to recognize that planning is a continuous process. Change and re-evaluation of planning policy is constantly required as changes occur in technology, social, and cultural values and institutions, and in the nature of planning itself. The Butler-Tarkington land use plan is a graphic statement of policy regarding the comprehensive arrangement of land uses - their general organization and relationship to one another based upon adopted locational and development principles. The plan is designed to be a flexible guide, not a rigid structure. Modifications and adjustments of the suggested land use plan are to be expected and accommodated so long as basic development principles and policies remain consistent. The following chart describes the process of plan implementation (Figure 17).

COORDINATED GOVERNMENTAL DEVELOPMENT POLICY

Attainment of the broad social, economic and physical goals contained in this subarea plan will require the coordinated efforts of many local government agencies and countless private interests. As official elements of the "comprehensive plan" for Marion County, the plan recommendations for physical development and public facilities become "policy guidelines" for action agencies which are responsible for improvements. Thus, theoretically, the land use plan for Butler-Tarkington becomes the policy of local government regarding the location of streets, schools, parks, residential, commercial, and industrial development. The site specifications, density, and character of this development are

FIG. 17 IMPLEMENTATION PROCESS



based on the standards embodied in specific zoning and subdivision control ordinances.

It is the designated role of the Division of Planning and Zoning to coordinate the actions of all agencies concerned with development so that they will act in accordance with stated plan principles and policies. Ultimate success of the Butler-Tarkington plan, however, will depend to at least as great an extent upon the execution of coordinated policies which produce solutions for the social and economic problems in the community. It is becoming increasingly more apparent that comprehensive and meaningful urban planning must relate to and assist in the development of coordinated solutions for complex non-physical problems. The involvement of planning in anti-poverty programs, community renewal programs, and most recently in the Model Cities program is representative of the growing trend toward interdisciplinary coordination for the solution of interdependent problems. To the greatest degree possible, the entire approach to the development of the Butler-Tarkington Metropolitan Subarea Plan was patterned after the planning philosophy of the Model Cities program. The most direct and effective solutions to a community's problems can best be achieved through a comprehensive and coordinated attack on the social, economic and physical deficiencies using local, state, federal, and private resources.

In this plan, an initial attempt was made to identify general problems of a socio-economic nature as they relate to the need for a physical facility. Statistics regarding the nature of social pathology in Butler-Tarkington (health, unemployment, welfare, crime and juvenile delinquency) were collected and analyzed to determine the seriousness of the problem and potential need for a new facility, whether it be a health center, recreational facility or a multi-purpose neighbor-

hood center. If analysis of the data revealed that a program or service of some type might be needed (i.e., adult education, vocational training, health education), it was recommended that the appropriate agency further investigate such a need.

The Division of Planning and Zoning is not legally authorized to either coordinate or plan for the development of social service programs or facilities. The Division of Planning and Zoning can, however, make plans and recommends capital improvement programs for the physical facilities housing many social services. The achievement of the Butler-Tarkington plan will require coordinated governmental development policy in the implementation of social and human programs as well as in physical development proposals. Since no agency, public or private, currently performs the necessary function of coordinating social planning within Metropolitan Indianapolis, it is recommended that a "Health and Welfare (Social) Planning Council" (as was previously proposed in the Highland-Brookside Subarea Plan) be created as a governmental body with metropolitan jurisdiction to perform this activity. The Council might consist of the heads of social service agencies and related economic planning bodies (Chamber of Commerce, Urban League, Community Services Council, Marion County Welfare Department). The existence of such a coordinating body to complement physical planning by the Metropolitan Development Commission could result in formulation of truly comprehensive (social, economic and physical) planning for both the metropolitan area and its smaller communities.

The development of a coordinated policies instrument or "bundle of policies" specifically designed to implement the plan proposals is the key to systematic and consistent action strategy. Commitment for carrying out plan proposals will be actively sought by the Metropolitan Development Commission

from the policy level boards and commissions of involved agencies where adoption of the plan does not legally bind them to a policy recommendation. Plan effectuation is most critically dependent upon private interests and a willful investment of resources in the future of Butler-Tarkington. Efforts to channel private development which is consistent with local objectives should be encouraged by offering appropriate incentives (i.e., subsidized mortgage interest rates, publicizing plan proposals, and strong citizen involvement).

COMPREHENSIVE CODE ENFORCEMENT

Basic to the achievement and maintenance of a high quality living environment is the enforcement of local codes and ordinances. Marion County possesses an effective set of code regulations which, in combination, can become a major force in guarding residential areas from the threat of accelerated deterioration. Four main types of local codes and ordinances need to be coordinated and systematically enforced on a long-term continuing basis in Butler-Tarkington in order to eliminate deteriorating influences and maintain a high standard of structural and environmental quality. These are: (1) zoning and subdivision control regulations; (2) housing codes and ordinances; (3) building and fire prevention codes; and, (4) environmental health and sanitation codes (air and water pollution, garbage and refuse).

When combined with needed public improvements (street repair, street lighting, schools, parks), the effective and timely enforcement of these codes on a continuing basis is a strong positive (and inexpensive) approach to community stabilization.

ZONING AND SUBDIVISION CONTROL

Legal authority and responsibility for

the enforcement of zoning and subdivision control regulations rests with the Metropolitan Development Commission and the Metropolitan Board of Zoning Appeals. Of the various zoning ordinance violations, the most common are: inadequate setbacks and yard space; excessive density (a more than allowable number of dwelling units in a particular residential zone); inadequate off-street parking; and, inharmonious land uses (i.e., business in a residence).

In a few areas within Butler-Tarkington, current zoning is either inconsistent with the existing land use in these sites or incompatible with the general development pattern of the subarea. It is thus recommended that the Metropolitan Development Commission review all zoning in Butler-Tarkington. For purposes of detailed examination, the Commission should concentrate upon that land which is commercially zoned but at present is being used as residential property (such as occurs at 40th and Cornelius). In addition, it should focus upon industrial property which is located in a residential area (such as the industrial use near 40th and Boulevard Streets) to determine the necessity of this non-conforming use in a residential district.

It is also recommended that Butler-Tarkington undergo a systematic zoning inspection and enforcement program as soon as feasible after appropriate zoning districting adjustments have been made. All major violations should be remedied immediately, particularly those creating environmental nuisance or safety hazards. In every case, remedial measures should be taken in a highly systematic manner in which few exceptions are made for extending the time limit for completion of these corrections.

Where strict code enforcement would require relocation of a family or individual, all efforts must be taken to forestall movement until suitable living quarters are found. All code

enforcing programs should make provision for either hiring a relocation specialist or contracting for this service with the Central Relocation Division of the Division of Urban Renewal.

Close surveillance of existing "non-conforming uses" should be undertaken periodically to prevent their expansion in Butler-Tarkington. Enforcement of the subdivision control regulations would be required only in cases where replatting of land is done in conjunction with a renewal or clearance program. However, care should be exercised so that in the event of renewal and subsequent rebuilding, the most imaginative land and facility design consistent with the regulations is encouraged. Application of the "planned unit development" concept in the redesign of areas scheduled for clearance is desirable and encourages creative design.

All new land development must adhere strictly to zoning ordinance standards. Particular attention should be given to the provisions which protect adjacent property from the harmful effects of an incompatible activity (screening, landscaping, setbacks). Strong visual buffers are needed where commercial and other non-residential uses abut residential districts. In addition, whenever a new thoroughfare is constructed or an older one widened, all required setbacks for property adjacent to the street should be strictly maintained. Both the zoning ordinance and the subdivision control regulations specify setback distances from various level streets. Reservation now will save high acquisition costs at a later date.

Finally, it is recommended that zoning policy, as interpreted by the Boards of Zoning Appeals and the Metropolitan Development Commission, reflect the intent and objectives of the Butler-Tarkington Plan. As such, any requested rezoning or variance of use which does not conform with the general plan and

the proposals of the Neighborhood Association for the area is to be denied. This policy should become a fundamental criterion in the evaluation of every rezoning and use variance petition.

HOUSING CODE ENFORCEMENT

Legal responsibility for enforcement of the local housing ordinance (Minimum Standards for Housing 1954, as amended) rests with the Marion County Health and Hospital Corporation - Bureau of Environmental Sanitation.

As indicated by statistics from the Building Condition and Environmental Survey conducted during 1968 by the Division of Planning and Zoning, an increasing number of housing units in Butler-Tarkington show some degree of code deficiency. Systematic, house-by-house inspection and enforcement of the housing code is one method (combined with needed public improvements) of neighborhood improvement which upgrades those residential areas in need of rehabilitation.

It is recommended that, in conjunction with a comprehensive zoning code enforcement program, the area in Butler-Tarkington not complying with code requirements be inspected for housing code violations.

If such a program were to get underway in the immediate future, it is recommended that the following actions precede any actual inspections:

- Conduct a study of the economic feasibility of a strictly enforced code program in Butler-Tarkington to determine the effect of property improvements on rental levels and tax increments
- Undertake a thorough pre-inspection informational program to inform and educate property owners and tenants of the objectives of housing code programs and of the individual and

community benefits to be derived from successful efforts

- Carry out a study of the capital improvements which are necessary to bring the community environment up to minimum standards in all aspects and thus stabilize and improve the value of residential property
- Promote efforts by local government which convince metropolitan area financial institutions to provide low-interest property improvement loans (perhaps guaranteed by F.H.A.) to owners forced to rehabilitate their properties under local systematic housing code enforcement programs
- Investigate some method of tax subsidy or deferment so as to relieve those owners who are willing to rehabilitate their properties from at least an immediate tax increment imposed because of improved property value
- Conduct an organized program of allied social services (adult health education, home management training, welfare assistance, legal advice, employment counseling) that operates hand-in-hand with the housing inspection program

A program of code enforcement is necessary in order to check physical deterioration of structures in Butler-Tarkington. It has been recommended that inspection of structures in Butler-Tarkington begin as soon as possible to correct deficiencies and bring the area up to city-county codes. It is also recommended that research be initiated into the possibility of a federally-assisted code enforcement program as well as other federal aid to help finance the cost of rehabilitation in the subarea.

The federally-assisted code enforcement program is designed to offer financial

assistance to local governments and area residents for rehabilitation of housing and improvement or construction of public facilities. This program offers up to 2/3 the cost of work on public improvements, gives grants up to \$3500 to eligible persons, and long-term, low-interest loans to home owners. Through this process, home buyers may be refinanced when borrowing money, in order to make longer, but lower payments on their homes.

Some problems which have appeared in previous code enforcement areas deserve to be mentioned so future programs can protect themselves against these difficulties. The following problems were encountered in the Mapleton-Fall Creek Program:²⁹

- Inspection of dwellings was not uniform, was not carried out on schedule, and occasionally was done with rudeness and insensitivity. If schedules could be adhered to, and if the inspectors were trained in proper human relations, the program could be carried out with more smoothness, and evoke less dissatisfaction.
- Federal guidelines did not provide a means of insuring a high quality of work done by contractors. The only qualifications contractors were required to meet consisted of: 1) a \$100,000 liability insurance, 2) pay prevailing (union) wage scales, 3) be an equal opportunity employer. Competence and workmanship were not evaluated, and consequently there was some unsatisfactory work produced.
- Although there were procedures for meditating complaints, they were so tedious that many people gave up, and as a result many homes were not properly rehabilitated.

Criteria should be developed to evaluate the competence of contractors who wish to submit bids, such as bonded

workers or favorable listing from the Better Business Bureau.

In addition, several other deficiencies in the code enforcement program need to be corrected for efficient operation of the program.

- Although city housing standards are enforced, city zoning regulations are not enforced as part of the program. Consequently, the problem of incompatible land uses continues to
- The need exists for a continuing program to encourage maintenance of rehabilitated property. Code enforcement areas would benefit from a program which would teach persons some tasks in property maintenance. Without such a program, the code enforcement area may be likely to slip quickly into a deteriorated condition.
- Area residents are not required to approve nor must they be made aware of a code enforcement program. Provisions should be made with the Division of Urban Renewal (through the neighborhood group) to promote the awareness and interest of citizens involved in a code enforcement program.
- The program is administered by personnel living outside the area. Educating local residents to assist in resident liaison responsibilities and mediation of complaints would improve the program.

Critical to the success of this housing code enforcement program are:

- contact with and cooperation of absentee owners
- flexible administrative procedures for dealing with hardship cases (administrative hearings are held in these cases)
- fast and effective judgments on all court action filed

After consideration of the above, area citizens would then be better prepared to deal with the code enforcement program entailing rehabilitation of both public and private facilities.

BUILDING AND FIRE CODE ENFORCEMENT

The building code is an ordinance designed basically to set minimum standards for new construction (construction materials, plumbing fixtures, electrical fixtures, etc.). It is implemented by the Division of Buildings and the State of Indiana (all commercial and industrial structures). The Fire Prevention Code is administered by the Fire Prevention Division of the Indianapolis Fire Department of the State of Indiana Fire Marshal. This code is designed to set minimum fire safety standards for all structures. These standards cover items such as wiring and the accumulation of rags and paper.

The Division of Buildings through the Board of Public Safety has the responsibility for the razing of legally condemned structures that have fallen short of legal compliance schedules.

Because of this fact, it is recommended that all standing condemned structures be located and mapped and that a list of these structures be submitted to the Division of Buildings for action.

Violations of the fire prevention code should be common knowledge to all Health and Hospital housing inspectors so that an effective referral system can be developed. The Fire Prevention Division should spot survey the area's major buildings and systematically inspect all structures of a residential character in the code enforcement area.

All new construction will necessarily have to pass the building inspection upon completion to evaluate code compliance. The local building and fire prevention codes should be reviewed annually to consider new developments.

HEALTH AND SANITATION CODE ENFORCEMENT

Codes and ordinances generally considered under this classification are those dealing with the enactment and enforcement of certain minimum standards of health and safety, concerning the quality of the air, water and sanitary treatment and disposal methods. Local and State agencies responsible for the enforcement of the regulations include:

- air quality - Indianapolis Air Pollution Control Board
- water quality - Health and Hospital Corporation; State of Indiana Department of Public Health
- general sanitation - Health and Hospital Corporation

It is recommended that all vacant lots in the Butler-Tarkington area having overgrowth of vegetation, accumulation of trash and junk or other health and safety hazards be identified by the BTNA Conservation Committee. The list should then be submitted to the Department of Public Works. The department will then duly notify the owners regarding the condition of their property.

If within a period of two weeks the lot is not cleaned up, the city will do so and charge the owner for the service. If no money is forthcoming, the city will impose a tax lien on the property for the cost of the services. This program could release some valuable property for single family or apartment development in Butler-Tarkington if owners are not willing to maintain the property.

It is recommended that the BTNA Conservation Committee locate and map all junked or abandoned automobiles on either public right-of-way or private property for the purposes of enlisting municipal assistance in the removal of

these vehicles. On a metropolitan basis, the problem is greater than local government agencies have the capacity to handle effectively. Responsible departments, in developing a workable program of continuous junk automobile removal, should request enough money to implement such a program (in their future budget proposals).

Only a fully coordinated comprehensive codes enforcement program can tackle the complex problems of deteriorating neighborhoods. A centralized referral bureau should be developed where all code agencies can cross reference complaints and combine data files on all property. In this way, systematic neighborhood-by-neighborhood inspections could be correlated with the centralized provision of relocation services, social services and financial counseling. Butler-Tarkington could benefit greatly from such a coordinated program.

It is recommended that every person, family, or business establishment displaced through any form of governmental code enforcement be eligible for relocation payments and allowances in the same manner as those displaced by interstate highway construction and urban renewal projects. An amendment to the existing relocation law is necessary and should be prepared and introduced in the next Indiana State Legislature.

FINANCING THE CAPITAL IMPROVEMENT PROGRAMMING

The metropolitan area executes many capital improvement projects each year. Projects range from extensions of utility lines to the construction of major public buildings. Such projects are necessary to keep pace with metropolitan growth but also are critical to the stimulation of private capital investment.

Many projects also have significant

relationships to other capital investments. For example, construction of a new street can be used as credit toward the local share of a code enforcement program. Economic savings are possible through coordination of associated projects such as sewer main replacement and street reconstruction.

Limited funds, confusing priorities, and political pressures tend to distort the efficient expenditure of local funds for capital improvements. The need for an effective method of coordinated programming and financing of metropolitan and subarea capital improvement expenditures is very critical. The Division of Planning and Zoning has undertaken, as part of its continuing planning program, a series of studies designed to produce capital improvements programming in Marion County. To date, an initial study determining capital improvement agencies, developing procedures and identifying current project needs and schedules has been completed in preliminary form. It is recognized that without an officially adopted capital improvement programming procedure, the capital improvements necessary to achieve the Butler-Tarkington plan can only be identified, given a tentative priority sequence and a general cost estimate.

Capital improvement programming accomplishes the following purposes:

- identification of needed public improvements
- arrangement of improvements in order of priority with those critical to the public health and safety being given highest priority
- determination of financial resources available for proposed improvements
- weighing of improvements, costs

and priorities against available resources

- scheduling of improvements over time according to priority and cost versus available funds
- annual review in order to evaluate the program against current data on cost, priorities, etc.³⁰

For the purposes of this report, the following definitions are used:³¹

Capital Improvement. Any major non-recurring expenditure or any expenditure for physical facilities of government such as: costs for acquisition of land or interests in land; construction of buildings or other structures including additions or major alterations; construction of utility lines or highways; fixed equipment; landscaping and similar expenditures.

Capital Improvements Budget. A list of projects together with the amounts and sources of funds for the upcoming fiscal year. It is often treated as a section within the annual budget.

Capital Improvement Program. The long range schedule of projects with their estimated costs over a period of five to ten years, the most common period being six years.

Capital Needs List. A comprehensive listing of all capital improvement recommendations contained in the comprehensive plan. The list should have two elements: (1) capital improvement schedule (the time dimension of the plan), and (2) a planned projects reserve (list of projects suggested in the plan which are desirable, but not immediately essential).

For purposes of the Butler-Tarkington Metropolitan Subarea Plan, this section

will present a capital improvement schedule of all improvements proposed which are essential to the implementation of the plan. The capital improvements plan for Butler-Tarkington is identified by major function (transportation, education, etc.). Three priorities are shown within programming periods during which the proposed improvements should be constructed.

As each public agency has not yet studied these proposals in relation to other metropolitan-wide projects, no specific dates have been established and no allotments have yet been made in respective budgets. Consequently, the priorities refer to the relative order of development for each public improvement in Butler-Tarkington.

Capital improvements identified in the schedule for construction by various time periods are, in essence, plan implementation recommendations for needed public facilities. Inasmuch as they were available, agency long-range plans for facility construction or alteration were reviewed, and other previously made recommendations regarding improvements in Butler-Tarkington were identified. Therefore, the proposed improvements do not represent an official listing of committed, planned, or programmed expenditures by the respective agencies that are responsible for financing recommended projects.

A great number of existing federally-assisted programs provide for generous cost-sharing in relation to many of the proposed improvements in the Butler-Tarkington plan (parks and open space, highway construction, urban renewal, community centers). With a functioning capital improvements programming process, the metropolitan area could achieve not only coordination among various projects, but could also generate additional income for total community improvement programs by effectively taking advantage of

federal assistance possibilities.³²

Specific capital improvement recommendations for financing and timing are dependent upon: (1) agency priorities; (2) city, county and metropolitan systems priorities; and, (3) available financial resources. It is anticipated that some form of capital improvement programming-budgeting will be undertaken by city and county governments within the next five years. When this occurs, the recommended priorities and scheduling of the proposed improvements in the Butler-Tarkington plan should be reassessed in light of overall metropolitan priorities.

The following list of capital improvements includes those in transportation which are presently opposed by BTNA, only to identify the exact nature of improvement proposed by the Division. (Figure 18).

Implementation of the capital improvements for transportation will not be a concern of the Department of Transportation until the streets need reconstruction. Although the Division of Planning and Zoning advocates the designation, and eventual improvement of Capitol Avenue, the neighborhood believes this would be against their best interests. The subarea plan (which represents a consensus between the Division and BTNA), recommends that before any physical modification of Capitol, 46th, or 52nd is implemented that it be supported by BTNA.

The Division of Planning and Zoning believes that it would be to the neighborhood's best interest to reduce the number of continuous streets through the subarea. By decreasing the number of north-south continuous streets (Illinois, Capitol, and Boulevard) to one such street, traffic flow is concentrated rather than dispersed, thus allowing more freedom of local movement throughout the remaining area.

Since the neighborhood wishes to allow north-south traffic to move along the existing street network (and since no priority is given for the improvement of arterials in Butler-Tarkington) it is recommended that a traffic monitoring program be initiated. The Department of Transportation schedules county-wide traffic counts on major streets every three years as a part of contin-

uing planning information. BTNA should also monitor both traffic counts and opinions of citizens who live along arterial streets in the subarea. In this manner, the neighborhood can continue to study the situation and determine if its citizens desire to retain the existing arterials or support the Department of Metropolitan Development plan for transportation.

FIG. 18 CAPITAL IMPROVEMENTS PROJECTS

TRANSPORTATION

(Arterial Streets)

Capitol Ave.	Westfield-38th	<ul style="list-style-type: none"> • Increase R.O.W. from 60'-70' • Reconstruct pavement at 44' (exist 36' and 40') • Construct 2 walks and borders at 13' each
52nd St.	Meridian-Capitol	<ul style="list-style-type: none"> • Increase R.O.W. from 50'-80' • Reconstruct pavement at 48' (exist 30') • Construct 2 walks and borders at 16' each
46th St.	Meridian-Capitol	<ul style="list-style-type: none"> • Increase R.O.W. from 55'-60' (Cap.-Illinois) 50'-60' (Illinois-Mer.) • Reconstruct pavement at 44' (exist 24') • Construct 2 walks and borders at 8' each

(Collector Streets)

All streets designated as collectors are not recognized in the Thoroughfare Plan Report for Marion County since they do not constitute part of the metropolitan thoroughfare system. Recommended standards from the report, however, suggest ultimate standards of a 70' R.O.W., 44' pavement, and 2 walks and borders at 13' each. Interim standards (requirements in areas with limited expansion possibilities) suggest a 60' R.O.W., 40' pavement, and 2 walks and borders at 10' each.

These standards are closely related to the character of abutting land and may

vary according to land use and the volume of traffic to be accommodated. To obtain this information for collector streets, more detailed study over several years must be compiled. Studies of each street will determine if and when that street requires modification, such as removal of parking and pavement widening.

As in all development proposals, a constant monitoring system is needed to determine extent and timing of modification. Consequently, recommended collector streets have been designated at this time, but further analysis is necessary to determine the exact requirement for each individual street.

(Local Streets)

Local streets in Butler-Tarkington are not accompanied with any requirements for modification. The Thoroughfare Report suggests that local streets should maintain a 60' R.O.W., 34' pavement, and 2 walks and borders at 13' each. Since local streets in

Butler-Tarkington now maintain these standards, and more study is needed to determine whether any modification is necessary on local streets.

Standards for pedestrian walkways are presently unavailable, but they must maintain an 8' wide lane for emergency vehicles.

EDUCATION

School No. 86

- Acquire 1.5 acres of land east of present school site
- Develop land for school-related play space and off-street parking
- Install necessary playground equipment

School No. 43

- Acquire 4.5 acres of land north and east of present school site
- Develop land for school-related play space and off-street parking
- Install necessary playground equipment

School No. 43 overhead pedestrian walk

- Acquire .5 acre of land west of the school site
- Construct crosswalk to School 43 over Capitol Avenue

RECREATION

Neighborhood Center

- Acquire 6 acres of land (one block) at 42nd and Boulevard
- Construct structure to house recreation, social, and education facilities
- Develop recreation facilities such as indoor-outdoor swimming pool, and playfield activities

Neighborhood Park

- Acquire 5 acres of land at 46th and Meridian
- Develop recreation facilities, such as playfields and playground equipment
- Develop landscape barriers to protect children from vehicular traffic on 46th and Meridian Streets

Tarkington Park

- Acquire remaining parcel of property near the park and develop the entire block as recreation space. This modification is already being planned by the Park Department
- Develop a landscape barrier to protect children from vehicles on Meridian Street

Playlots

- Acquire vacant lots or those which become vacant through housing demolition in the subarea
- Develop sites as playlots with equipment

UTILITIES

Sewer System

All capital improvements must contain provisions for installation or relocation of utilities where applicable and continued maintenance of the facility. These factors are necessary to show the comprehensive and continuing needs of each public facility.

In addition to the planned capital improvements, BTNA strongly supports an increased priority for the widening of Northwestern Avenue to help alleviate the amount of non-related traffic within Butler-Tarkington.

CRITERIA FOR PRIORITY OF PROJECTS

The priority of capital improvement projects is an important factor in determining the order of development for each project. Each project should be reviewed by government agencies in relation to the real community need, development policies, the comprehensive plan, and the interrelationship of projects and cost requirements.

The following criteria are suggested determinants of project priority.

- Priority 1 - Projects to which a Department has already been committed, which are continuations of projects with funds already appropriated, or which are required to make fully usable a major public improvement.
- Priority 2 - Projects which are

- Separate storm and sanitary sewers within the subarea

required to eliminate a condition dangerous to the health, safety, or welfare of the public

- Priority 3 - Projects which are required for the conservation of existing property or resources, or which would provide facilities for a critically needed community program
- Priority 4 - Project which would benefit the community
- Priority 5 - Projects which are adequately planned, but not absolutely required by the community, such as those which would serve only to enhance public convenience and comfort
- Priority 6 - Projects which are definitely recommended for postponement or elimination from the Capital Improvement Program since they pose serious questions of community need, adequate planning, or proper timing.

According to the criteria for project priority, the following development stages are given to each project as a measure of timing in relation to all other projects. (Note: final consensus of the Division of Planning and Zoning and BTNA recommends that the following projects under Transportation should not be implemented without the support of BTNA)

Development Stage
1 2 3

TRANSPORTATION

Capitol Avenue from Westfield to 38th
52nd Street from Meridian to Capitol
46th Street from Meridian to Capitol

•
•
•

EDUCATION

Development Stage

1 2 3

School No. 86 site expansion

•

School No. 43 site expansion

•

School No. 43 overhead crosswalk

•

RECREATION

Neighborhood Center - 42nd and Boulevard

•

•

Neighborhood Center - 46th and Meridian

•

Tarkington Park site improvement

•

•

Playlot development

•

•

•

UTILITIES

Storm and sanitary sewer separation

•

Costs of such public improvements were not estimated in this report due to the nature of the planned proposals.

Accurate cost estimates for public facilities require the careful measurement of land and improvement acquisition costs, demolition and land preparation, cost of new construction and accessories, utility installations, and continuing maintenance costs. All costs must be adjusted to estimated inflationary changes to the year of improvement.

At this time, each proposal must be studied in depth to determine the exact specifications related to the area served; for example, the neighborhood center must be studied in respect to exact size required, desired building design, facilities included, and necessary accessories. The Park Department is qualified to do such studies and to estimate costs due to their previous experience in dealing with recreational facilities and with the increased knowledge of specific neighborhood desires. The responsible agency can also schedule the project in relation to other county-wide improvements undertaken by that agency.

IMPROVING THE ENVIRONMENT

Metropolitan apartment demand is a critical factor in neighborhoods. The recently completed metropolitan housing study indicates an increased demand for multi-family structures to be constructed in inner city communities. This demand will express itself primarily in construction of small garden-type apartment projects and some town-house apartments for middle or lower income families, and the rehabilitation of substandard apartment units.

Local actions that promote multi-family demand for inner city communities are likely to encourage an acceptance of apartment densities as one condition of living close to the metropolitan central business district. Design experiments encouraged by flexible density regulations are likely to stimulate increased interest in apartment living.

Density regulations represent local governmental control over the pattern and location of multi-family dwellings. Communities such as Butler-Tarkington should be characterized by a fairly low-intensity multi-family development. This can be adequately achieved through intelligent application of zoning controls.

GENERATION OF NEW DEVELOPMENTS

In addition to the rehabilitation of existing homes, the attraction of new development will require much public action. A fundamental task of public programs is to correct those environmental factors seriously hampering the potential for new private investment in Butler-Tarkington.

The public environmental improvements most critical to the generation of new investment potential in Butler-Tarkington include:

- selective clearance of dilapidated and run-down properties
- new community facilities (schools, parks, and community centers, health clinics)
- transportation improvements and street redesign
- new and improved utility systems

The specific public improvements needed to enhance the quality of the residential environment in Butler-Tarkington have been incorporated as plan proposals. In the capital improvements program these improvements have been individually identified and phased according to neighborhood priorities. A strong parallel factor in overall environmental betterment is the rehabilitation of much of the older housing in Butler-Tarkington.

Renovation itself may have to be sharply limited to low-income areas unless subsidies are granted, because rehabilitated units may be too expensive for many poor families. Local code enforcement and rehabilitation feasibility studies, which were previously recommended, will attempt to determine (prior to full-scale execution) the financial impact of renovation on rental levels and basic "ability to pay". It is recommended

that, in coordination with the planning and development of comprehensive action programs for Butler-Tarkington, a concentrated effort be immediately undertaken to utilize all currently operative rehabilitation assistance programs in clearly feasible projects.

Rehabilitation assistance programs include the direct federally-assisted urban renewal rehabilitation program authorized in the Housing Act of 1954, as well as with private rehabilitation of residential structures and spot clearance where needed. The Housing Act of 1961 liberalized FHA programs to finance rehabilitation by authorizing FHA insurance of below market interest rate loans for rehabilitation by non-profit, limited dividend or cooperative organizations. It also allowed issuance of supplementary rehabilitation loans under Section 220(h) and calculation of rehabilitation loans amounts based upon the value of existing property plus the cost of repairs.

The Housing Acts of 1964 and 1965 authorized direct low-interest rehabilitation loans and grants to low income owners within designated urban renewal or code enforcement areas. Local housing authorities can receive assistance for the acquisition and rehabilitation of substandard homes which are subsequently resold or leased to low income families.

The Housing Acts of 1968 authorized low-interest mortgage rates for low income families purchasing rehabilitated housing from non-profit agencies. The Act also encourages rehabilitation through mortgage interest substandard homes which are subsequently resold or leased to low income families.

The Housing Acts of 1968 authorized low-interest mortgage rates for low income families purchasing rehabilitated housing from non-profit agencies. The Act also encourages rehabilitation through mortgage interest subsidies of

low income home ownership, interest reduction payments to owners of rehabilitated rental housing projects and relaxation of FHA mortgage insurance and property improvement loan requirements in older, declining urban neighborhoods.

Older housing, although somewhat physically deficient, remains a strong social asset in Butler-Tarkington. Whether rehabilitated or in its present condition, this housing provides living accommodations for families and income groups unable to compete freely in the market for new or substantially improved housing (by reason of barriers to open occupancy, or inadequate financing). This situation definitely strengthens the requirement that public policy decisions should not reflect only economic values, but must also consider the basic social benefits of alternative types of neighborhood improvement programs.

The success of the Butler-Tarkington comprehensive improvement program will depend upon the coordination of rehabilitation efforts with other spheres of public action such as zoning control and regulation of private building. Coordination of all rehabilitation activities with the overall objectives of comprehensive metropolitan planning is vitally important. Public policy, which largely determines what kind of growth should occur in specific areas must be guided to improve the desirability of Butler-Tarkington and other older neighborhoods as logical locations for new development.

PROGRAM STRATEGY FOR REHABILITATION

An effective strategy to implement the general rehabilitation policies advocated in this plan is necessary. Such a strategy will depend upon a number of well-directed programs within a metropolitan framework of priorities.

Timing and scheduling of capital improvements related to local clearance and neighborhood stabilization programs is a matter for detailed study.

The major elements in program strategy for Butler-Tarkington include the following:

- Elimination of substandard housing which is not economically feasible for renovation. Primary emphasis would be centered on currently vacant units. Secondary emphasis would be directed at substandard units in areas planned for redevelopment for other uses.
- Provision of needed (as defined in this plan) environmental improvements and concurrent reduction of community deficiencies. The capital improvements schedule defined in this Implementation Program should be coordinated with the timing and scheduling of all local and federally-assisted improvement programs that are initiated in the area.
- Removal of all barriers to the full and effective working of the metropolitan and inner city housing market. As defined in the Metropolitan Indianapolis Housing Program, such actions would include efforts to eliminate discriminatory practices in the housing industry (executive of fair housing laws and practices, self-policing by the real estate services). Other factors include: the improvement of household incomes for low income families; the elimination of blacklisting in lending; broader participation of property insurers and credit institutions in financing; counseling and information services for low income housing consumers and non-profit sponsorship of low income families

seeking home ownership.

- Initiation of effective code enforcement programs. These programs should be applied to areas within Butler-Tarkington which require this type of treatment. Such local and federally-assisted efforts to stabilize and upgrade certain healthy portions of the community should begin if further deterioration outside the more seriously blighted areas is to be halted.
- Development of incentives to encourage new housing construction and other private capital investment in the urban area. This can be accomplished through stronger governmental action that provides needed capital improvements and community facilities along with improved municipal services to such areas. More flexible standards and controls for land development and zoning regulations can encourage new and innovative project designs by developers. Use of the provisions in the Housing Act of 1968 will generate renewed investment in inner city housing construction and rehabilitation, particularly for non-profit development corporations and agencies. Legislative changes that will allow tax deferments for property improvements in inner city communities need to be instituted locally. Government acquisition and control of vacant, tax-burdened inner city property, along with the purchase of condemned structures, could induce new odd-lot housing construction by private developers through below market sale of property.
- Provision of all community social services and programs necessary for individual improvement of those people in Butler-Tarkington who do not currently have access

to those opportunities available to the majority of the Metropolitan Indianapolis population. Delivery of services to the poor in the community should be improved through the efforts of CAAP Neighborhood Services. Facilities needed to assist in the distribution of local health, welfare, employment and other social services should be provided. The recommendations in the Public Facilities section of this plan should be implemented.

CONTINUING PLANNING PROGRAM

The Butler-Tarkington Subarea Plan does not represent a final product or an end state toward which all actions must inevitably lead. Urban communities are in a constant state of change. Changes in population composition, land use activity, and market forces occur daily. Although planners can predict some changes and their relative magnitude, unanticipated developments and deviations from the normal course of events create the need to be continually aware of ongoing activities.

The purposes of developing an ongoing continuing planning process for Butler-Tarkington are identical to the objectives established for the Metropolitan Indianapolis Continuing Planning Program:

- to maintain current data by recording changes as they occur;
- to allow for continual evaluation of all aspects in a plan by developing trend analyses and establishing criteria to measure costs and benefits of planning decisions;
- to indicate the point at which previously developed plans need major or minor adjustments;

- to reduce the cost of re-inventory and re-collection of base data by maintaining the value of the original data for a longer period of time.

An effective continuing program prevents premature plan obsolescence by constantly re-evaluating changing conditions and adjusting the plan to reflect the impact of these changes.

Both the Comprehensive Continuing Planning Program for the Indianapolis-Marion County Metropolitan Area and the Continuing Transportation Study (IRTADS) will provide a substantial data file for continual updating of population, land use, housing, transportation, and employment information.

The Indianapolis Regional Transportation and Development Study will provide a substantial data file for continual updating of population, land use, housing, transportation and employment information.

The Continuing Transportation Study, in addition to maintaining basic data, will study alternative transportation and land use patterns and refine initial forecasts of land use, travel and population data. Research and development is a key function of the study. New analytical and procedural techniques will be tested and applied to the solution of local problems.

All these functions will serve as a substantial element in the continuing planning program for Butler-Tarkington. In addition to the contribution of local government agencies, it is recommended that the BTNA Long-Range Planning Committee serve as the citizen element of the continuing planning program. It should be the continuing responsibility of this committee to develop support for actions which serve to implement the plan. The committee should maintain functional study subcommittees (transportation, housing, education, recreation and others) to continually evaluate

current conditions and make recommendations for needed programs or plan adjustments. This committee might also perform valuable local surveys unable to be regularly performed by local agencies, such surveys provide a continuing picture of area dynamics (housing vacancy studies, vacant lot surveys, local population analyses). It is recommended that the plan undergo a major review and re-evaluation every five years by the Long-Range Planning Committee. All such functions should be related to other BTNA Committees.

Another element in the Division of Planning and Zoning's continuing comprehensive planning program is the design of a metropolitan data system for planning needs.³³ It will be a basic objective of this system to collect, retain, and forecast data by planning area units - neighborhoods and communities. Butler-Tarkington, as one of these planning units, will benefit significantly by this information system capability.

CITIZEN INVOLVE- MENT AND SUPPORT

In accordance with the basic objectives of active citizen participation established earlier, necessary steps can be taken to expand and make more significant the citizen's role in the planning process. Those basic objectives are:

- develop community leadership and organization to create effective means of expression
- develop a strong sense of community responsibility and pride
- stimulate continuing citizen interest and involvement in community-building efforts
- strengthen neighborhood social groups and create an awareness to area problems

- promote cooperation between local, civic, religious and business leaders.

As described previously, the staff of the Division of Planning and Zoning, in the development of this plan, has made significant efforts to inform, educate, and involve the citizens of Butler-Tarkington. However, the ultimate achievement of this plan will depend upon the degree of interest, support and activity generated by community leadership in responsibly participating in the continuing process of implementing the plan recommendations.

The following recommendations suggest some key proposals for maintaining improved channels of communication and more effective methods through which the citizens of Butler-Tarkington can become a stronger force in the decision process of local government.

- The existing and viable neighborhood organization in Butler-Tarkington should maintain its organizational structure. The involvement of block clubs and smaller organizational "building blocks" within the larger neighborhood and community groups create more "grass roots" participation and encourage local pride for immediate environmental surroundings. Such a movement involves a greater proportion of citizens in neighborhood activities, develop a more representative membership structure and perhaps generate new sources of local leadership and talent.
- Effective local programming and voluntary projects for improvement of a neighborhood require the availability of community resources (people, equipment, money). The development of cooperative, working relationships, not only with local organization but also metropolitan agencies in

a position to assist materially in local improvement efforts, should be encouraged (P.T.A.'s, church organizations, local businessmen, social agencies, local CAAP neighborhood service units and others).

- It is recommended that, as soon as practicable, an area-wide volunteer or even municipally-assisted improvement project be organized and undertaken. This would serve to unite community residents in a common effort, give residents experience in dealing with other people and organizations, and materially benefit the area. Some possible improvement projects might include:
 - a systematic survey of standing, condemned structures in the area to be submitted to the City Building Commissioner with a request for action
 - an alley clean-up and renovation program including an analysis of additional lighting needs
 - a comprehensive area-wide trash removal program
 - a survey of the location of all junked automobiles for submission to the Mayor's office for action
 - a tree-planting and lawn maintenance program
- It is recommended that the LRPC Architectural Review Board continue to advise the neighborhood on new development proposals, and that the Long-Range Planning Committee review the progress of plan implementation regularly, recommend policies or programs of a planning or improvement nature to the community council,

and maintain a continuing relationship with the Division of Planning and Zoning.

- With regard to the growing responsibilities of local government in relation to citizen participation, it is recommended that city and county government develop an organizational unit staffed with an adequate number of professional community organizers to be responsible for:
 - insuring democratic participation in governmental decision processes
 - expediting the complaints of citizens
 - developing effective, self-supporting, and responsible citizen groups for all metropolitan neighborhoods and communities and informing and educating citizens regarding their role in local and federal government programs. Additional recommendations to be explored should include the possibility of an "Ombudsman" in local government. An ombudsman is someone to whom people can take their complaints against bureaucrats, and from whom they can hope to get a complete and thorough hearing

and, perhaps, redress. Also, Indianapolis-Marion County should consider the merits of decentralizing local government to well located and serviceable "neighborhood-community city halls". Central administrative control would be maintained but access to responsible governmental agencies would be improved.

An alternate approach to this arrangement would require that each local agency with responsibility for direct contact and involvement with citizens as part of their normal activity provide, in accordance with the need, adequate professional neighborhood coordinators or community organizers.

Intelligent recognition of the part of subarea residents and on the part of local government, of the mutual responsibilities inherent in the democratic process should lead to new levels of communication and awareness in local public affairs. The effectiveness of both the subarea and comprehensive planning processes is critically dependent upon the development of improved techniques for program evaluation and feedback. The more highly-structured relationships with informed and citizen organizations recommended here should provide the necessary citizen input for meaningful evaluation.

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25. Lt. Douglas Lawrence, Indianapolis Police Department, February, 1969
26. Indianapolis Police Department, High Crime Areas (Indianapolis, 1966)
27. American Insurance Association (National Board of Fire Underwriters) Fire Department Standards - Distribution of Companies
28. Hoover, Robert C. and Everett L. Perry, Church and City Planning (New York, 1955) p. 29
29. Dale King (Field Placement Student, Graduate School of Social Service, I.U.P.U. I.) "Report to BTNA LRPC on Code Enforcement"
30. Division of Planning and Zoning, Capital Improvements Program (Indianapolis, October 1968, unpublished Preliminary Draft)
31. The definitions of terms related to the capital improvement programming are all derived from, Goodman, William I. and Eric C. Freund (eds.), Principles and Practice of Urban Planning (Washington, D. C., 1968) pp. 389-390
32. A full summarization of available federal assistance programs appears in: Office of Economic Opportunity. Catalog of Federal Assistance Programs, Washington, D. C.: Office of Economic Opportunity, June 1, 1967. Indianapolis-Marion County is currently engaged in a number of federally assisted programs, i.e., open space, housing, urban renewal, highways, concentrated code enforcement and others.
33. This system is described as Job #0601 in the Operations Plan: Metropolitan Indianapolis Continuing Planning Program 1967-1970, pp. 36-37